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The study and recommendations for improved library service in Vermont are based on accepted library standards as well as a consideration of the state's unique pattern of library development. It is concluded that because the regional offices have no control over local libraries the concept of a larger unit of service does not exist, and it is recommended that local libraries form themselves into systems. A statewide reference network is also recommended, with suggestions made for regional resource centers and subcenters, an information center at the Vermont State Library, and a reference coordinator at the University of Vermont. Proposals for the state level involve reorganization of the state library structure. Authority would be centralized in a commissioner, a librarian to whom the chief of the proposed Bureau of Libraries and the State Librarian would report. Activities of the Bureau of Libraries would include centralized processing, interlibrary loans, consulting and the regional offices, while the State Library would serve as a legislative reference service, a bibliographic center and reference coordinator, and a college-university library liason. Appended is a proposed library law for Vermont. (Author/JB)

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LIBRARY SERVICES FOR VERMONT

by

Irving A. Verschoor

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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with major contributions by

Stanley Crane and S. Gilbert Prentiss

Albany, New York

July 1966

LI 001440

ERIC/CLIS
MAY 19'69
UNIVERSITY OF MINNESOTA

July 15, 1966

Honorable Stoyan Christowe, Chairman
Free Public Library Service Board
Montpelier, Vermont

Dear Senator Christowe:

In forwarding my report on Library Services for Vermont, I do so with apologies for the many delays my own physical infirmities have caused.

The report uses accepted standards where possible and takes into consideration that Vermont, as with each of the other states, has its own unique philosophy and pattern of library development. It is premised on the assumption that there are certain elements common to all library service commencing with individuals who seek materials at the local level and moving on to the resources of the State Library and the universities.

I have not attempted to present any one theory of librarianship as the ideal but rather to point out that what is necessary in Vermont is the purposeful and conscious leadership toward certain desirable objectives and that this is not the task of one unit of government or of one group but entails the cooperative effort of all who are concerned with libraries in the broad educational pattern of the State.

Very truly yours,

Irving A. Verschoor

Irving A. Verschoor

FOREWORD

The Consultant wishes to express his gratitude to the Board of the Free Public Library Service for their forebearance with the many delays that have attended the preparation of this report; to Mrs. Elena Horton and the staff of the Free Public Library Service for their help and especially to Mrs. Eleanora P. Harman for the use of her master's thesis on "The Free Public Library Service of Vermont," and to Mr. Fred L. Kenney for his patience and thoroughness in compiling statistics for this report.

Special tribute is paid to Mr. Stanley Crane, Director of the Pequot Library of Southport, Connecticut for his evaluation of the college and university libraries in Vermont and to Mr.S.G. Prentiss, former State Librarian and Assistant Commissioner of Education in New York State for his ever-helpful advice and for giving freely of his time in traveling to Vermont and Connecticut with the survey.

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ERRATA

Page 20
Number 6: change "the power of taxation" to "the power of recommending for tax purposes."

Page 21
Omit number 8 under "The powers of library boards."

Page 32
Eighth line from bottom should be "remainders" instead of "reminders."

Page 34
Delete first four lines.

Page 43
Next to last paragraph: "state Board of Library Trustees" should read "State Board of Libraries."

Page 64
Middle of page: should read:

"It has been recommended that the use of bookmobiles for delivery service be discontinued and that the bookmobiles be used to provide mobile library service in communities where there are no libraries or where weak libraries require supplemental service. It is likewise recommended that a state-wide network of delivery services be established for the purpose of delivering library materials among the libraries."

Page 72
Delete last paragraph.

Page 73
Delete first paragraph.

Page 75
Number 7: add, "to hold and administer Federal funds in accordance with approved plans and to be responsible for the distribution of state aid to libraries."

Page 80
LIBRARY COUNCIL: change "Board of Library Trustees" to "Board of Libraries."

I

HISTORICAL DEVELOPMENT

The first public library in Vermont was established in Brookfield in 1791--the same year that the University of Vermont was chartered. The State Library was established by the Legislature in 1825 and was placed under control of its own Board of Trustees in 1859. In 1910 the Legislative Reference Bureau was created within the State Library.

In 1894, at which time there were only 49 public libraries, the Legislature established the Free Public Library Commission to stimulate library development in the state. As a part of this development program, the Commission was authorized to spend $100 annually for books for each town or village that had established a free public library and had made application for the grant. This was the first step in the establishment of state aid to libraries.

Through the efforts of the Federation of Women's Clubs, the State Legislature passed an act in 1900 which made provision for a system of Traveling Libraries in the form of boxes of from 30 to 50 volumes which could be mailed to study groups, schools, libraries upon the request of a committee of at least three citizens.

As an extension of the concept of the Traveling Library, the Vermont Federation of Women's Clubs presented the state with a bookwagon in 1922 to serve the libraries and the schools.

The Free Public Library Commission was abolished by the Legislature in 1923 and a Free Public Library Department was formed and placed under the Board of Education.

In 1930 the Library Committee of the Vermont Commission on Country Life proposed a plan of an experimental nature which would provide intensive service to one region of the state. The region was to be staffed by the Free

Public Library Department but was to be financed by private funds. In the view of this Committee:

> ...a plan for a regional library experiment calling for intensive service to one district of the state by a regional librarian, representing the Free Public Library Department but financed from private funds. This librarian would make frequent visits to all the libraries in the district from a convenient center. He would carry in his book truck a supplementary book stock from which to freshen their collections. He would help in internal problems of book selection and cataloging, confer with trustees in administrative problems...(Rural Vermont, p. 275).

At the time of this proposal there were 228 public libraries in Vermont of which number 125 had a total income each of $100 or less per year, while 30 had an income in excess of $1,000. It was reported that seven towns appropriated $15 annually or less for their libraries and ninety-five other towns appropriated no more than $25 a year. And as a result of this kind of support, one-fourth of the libraries were open one day a week while another fourth was open no more than two days a week and the staffing of these libraries was dependent upon volunteers from the local communities.

In 1932, with the support of a $14,000 grant from the Carnegie Corporation, a regional library experiment was established in the northwestern section of the state with the St. Albans Free Library serving as the center. A bookwagon was used to distribute books to the libraries and schools and a regional librarian provided consultative services to the libraries in the region.

With the help of the Vermont Library Association working within the Vermont Better Library Movement, the Legislature passed a bill in 1937 which re-established the Free Public Library Commission and made provision for the establishment of a system of regional libraries.

Four regional libraries were established on the basis of town lines and existing highways. Each regional office was located in a large public library and each office was supplied with a bookwagon, a regional librarian and supporting staff and a supply of books. A fifth region was opened in the Brattleboro area in 1948.

In the period 1941-42, with the aid of Federal funds under the Works Progress Administration, a union catalog of the holdings of 97 libraries--school, college and public--was established in the State Library Building in Montpelier.

The passage of the Federal Library Services Act in 1956 provided the means for adding staff to the state library agency and library materials but also provided the opportunity of cooperative projects involving publications and films with other New England States.

In 1961 the Free Public Library Commission was created as an independent state agency known as Free Public Library Service and its membership was increased to five.

And in 1963 the Legislature approved an Interstate Library Compact which permitted the cooperative sharing of library services and facilities with other states.

II

FRAMEWORK OF LIBRARY SERVICE

STATE LEVEL

1. Legal Status of Libraries

Finding: Public libraries in Vermont do not have an established place on the state level either by voice of the State Constitution or by specific wording of the statutes.

In some states libraries are specifically stated to be a part of the educational system of the state. In the Vermont Statutes, provision is made for the Free Public Library Service and the charge is given to "develop and adopt plans to provide more adequate library service for all residents of the state." Municipal libraries--town, village and city--are established by the municipalities; incorporated libraries are formed by filing papers of incorporation with the Secretary of State; a library association for the purpose of establishing custodianship for a Traveling Library is formed by action of at least three citizens with the concurrence of the Free Public Library Service, and an interstate library district may be started by one or more public library agencies.

Principle: The agency or agencies providing state library services should rest upon clear statutory provisions which define the functions to be performed, provide authority for these activities, and insure the legal base for a flexible program to meet the needs of the state.

Because library agencies have developed over a period of time and in different ways, they sometimes rest upon ambiguous legal foundation. In the long run, their statutory authority should be clarified. As opportunity provides, the implied responsibility for library service in state constitutions should be made explicit. It should be possible in every state to find the legal authorization for the program maintained. This authority should not be narrow or restrictive, but rather should provide opportunity for meeting library needs as they emerge. (Standards for Library Functions at the State Level, #34)

Recommendation: It is recommended that a clear statement of the place of the public library in the total scheme of educational service in Vermont appear in the statutes.

2. Centralization of Library Interests

Finding: There is no centralized state approach to libraries or library services in Vermont.

The statutes provide for a Free Public Library Service as an independent state agency and a board of five persons, one of whom is the Commissioner of Education ex officio. The stated function of this board is to provide more adequate library service for all residents of the state with special reference to rural schools and farm homes. Library service is not restricted to public library service and while systems of regional libraries are mentioned, the Free Public Library Service is free to consider "other agencies whereby better library service than now possible can be given to the people of the state." (V.S. 1947, § 4515)

There is also provision for a state library board of trustees of ten persons, four of whom are ex officio including the Governor.

The State Library originally was concerned with law books but in more recent times it has bought in other fields such as education, history, biography, political science or where there is a relationship to Vermont. Through its Legislative Reference Bureau the State Library functions in part as a special library. But since 1925, any citizen of the state may borrow from the State Library except for those types of materials such as reference which are normally not loaned in most libraries. This policy of service to the citizens of the state was expanded in 1956 to permit the use of state materials by interlibrary loan to borrowers from other large libraries outside of Vermont.

There are also several other agencies which have an interest in library service in Vermont. The State Board of Education has the responsibility for school libraries even though the Free Public Library Service has a staff member in the form of a school library consultant to work with schools and service is given to rural schools by both bookmobile and mail. This dichotomy is further strengthened when it is realized that the Commissioner of Education is an ex officio member of the Free Public Library Service. And in 1962-63, 36 per cent of all books loaned by the Free Public Library Service were to schools; for 1964, this figure was 31 per cent.

Vermont State Colleges exists as a public corporation to operate and maintain the public higher educational institutions in Vermont excluding the University of Vermont. A governing board of nine members including the Governor as an ex officio member functions as an institution of higher education. Although the financial operations are decentralized, the trustees have a coordinating function and present a unified budget.

The Free Public Library Service has the function of providing for libraries in the institutions of the state subject to the Commissioner of Institutions who is responsible to a Board of Institutions.

Thus there are two separate departments--each with a board or a commission--that provide library service to the state's residents. In addition, there is a further department providing partial library service to the public schools of the state and a separate coordinating board which works with the public colleges of the state.

All of these boards perform functions that are quasi judicial and exercise policy authority over an administrative unit. And all have a concern with libraries and their services to the citizens of Vermont in whole or part.

Principle: Every state should make administrative provision for the three broad areas of state library service--building and servicing of subject and reference resources, direct service to state government, and consultation service over the state--and should have qualified personnel assigned to each.

It should be possible in each state to identify these several functions and the personnel responsible for them. The functions may or may not be within one state library organization. If two or more areas of library service are combined in one administrative division, each should be provided to the extent necessary in the state and one should not be neglected in favor of the other. No matter what the variations, it should be possible to identify the responsible units and to verify that the units recognize and discharge their obligations. (Standards for Library Functions at the State Level, #35)

> The state library or state library agencies should be so placed in the structure of government that they have the authority and status to discharge their responsibilities.

State library functions are best constituted as a separate agency of state government, directly responsible through its head or its governing board to the executive and legislative branches of government. A governing board of lay citizens, comparable in power to local library boards and to boards of education, sometimes functions to develop a vital library program. Such a group should be appointed by the governor or other elected official who is visible to the electorate and responsible to its needs. The library agency or agencies should not be an integral part of a government department which is subject to political pressures and to basic changes in personnel and policy at each election.

The organization of state government sometimes calls for the combining of more or less related activities within a comprehensive department, which may result in placing of library agencies in a more inclusive division, such as a department of education. This in itself does not necessarily restrict the library program. But if this organization prevails, library agencies should have the stature and autonomy within the larger unit to achieve their distinctive functions and to bring libraries up to standard. Administrative simplification is often the reason for placing a library function in a larger department, but this should not subordinate the planning and program functions of the library agency. If a comprehensive department of state government is not willing or able to give adequate status and to support the library division within it, the library function should be transferred to a more compatible department or made independent under a lay board. (Standards for Library Functions at the State Level, #36)

Recommendation: It is recommended that the present Free Public Library Service and the Board of Trustees of the State Library be discontinued and replaced by a single State Board of Libraries consisting of five members appointed by the governor for five years.

The State Board of Libraries should have control and supervision of the State Library and the Public Library Bureau (formerly the Free Public Library Service). The Board should prepare and administer standards for certification of libraries and librarians; work in cooperation with the Board of Education to further the development of a state-wide school library service and to encourage contractual and cooperative arrangements between school libraries and public libraries; encourage and develop arrangements with the college and university libraries of the state for the purpose of promoting a totality of library resources; give advice and council to the several kinds of libraries within the state; represent libraries and library interests of the state in the state government and before the Legislature as agencies of educational resources and services; exercise continuous planning for libraries through research and statistical fact-finding, and to work cooperatively with libraries and state agencies of other states for the mutual advancement of the quality of library service and the enrichment of the resources available.

The executive officer of the State Board of Libraries should be appointed by the Board and should have the rank of commissioner and the title Commissioner of Libraries. The Commissioner should be the appointing authority for other positions in the Department of Libraries.

The Commissioner's office should provide certain management services for the Department of Libraries such as personnel, in-service training, operational development of libraries, fiscal management including the Federal grant programs and public relations.

The State Library and its Bureau of Legislative Reference should be regarded administratively as a bureau. It is recommended that the State Library retain its present title. The activities now under the Free Public Library Service should be organized administratively as a bureau and it is recommended that the name be changed from Free Public Library Service to Bureau of Public Libraries. The functions of the Bureau of Public Libraries should be promotion of public libraries, consulting services, centralized purchasing and processing, reference, interlibrary loan and the extension services through the regional offices.

The Department of Libraries should continue to work with the state institutions and should establish a position of institutional library consultant.

Liaison with school libraries should be maintained through a school library consultant on the staff of the Department of Libraries. Coordination of the work with the colleges and universities of the state should be maintained by the addition of several qualified staff members.

Reference calling for research greater than that found in the Department of Libraries or research for individuals or the industry of the state would be carried on through a Bibliographic and Documentation Center in the Department of Libraries.

3. State Regulations for Libraries

Finding: Not sufficient use is made of administrative law for the guidance and direction of libraries in Vermont.

It is time-consuming and costly to have legislation passed each time there is a need to change a situation affecting libraries. The statutes generally are not a well-defined system of law but rather an assimilation of governmental attitudes and experiences. Usually statutes are simplified and flexible enough to apply to both urban and rural situations. But laws tend to grow in spite of codification and the original purpose of the law is frequently lost sight of. In a state with a biennial legislature the legislative process is necessarily slower than the administrative need.

Recommendation: It is recommended that once legislation is passed authorizing a modern framework of library services in Vermont, attention be paid to the use of rules and regulations adopted by the State Board of Libraries and that such regulations be clothed with the authority of law. It is strongly recommended that administrative procedures and standards for libraries and librarians be used as a form of administrative law and that these be promulgated to the libraries as the Administrative Code in California or the Regulations of the Commissioner of Education in New York State.

4. School Libraries

Finding: There is not a clear cut recognition of the role of the school library at the state level.

The importance of close contact between the public libraries and the schools cannot be over estimated. As long as the present Free Public Library Service lends books to schools this will be regarded as library service to a segment of the school population. Library service would be regarded as more than the opportunity for the children to borrow books. Schools have the duty to not only have available material for collateral study but to provide instructional situations where material may be used under guidance. This is not to be gained by having children borrow books from a bookmobile or having the teacher borrow a collection from Traveling Libraries. The Department of Education has the obligation to use the means at its disposal to encourage the local school authorities to provide library facilities in the schools of the state.

Principle: The function of advising and supervising school libraries should normally be placed in the agency directly concerned with elementary and secondary schools in the Department of Education.

The school library must be an integral part of the total school program. For this reason, the school library consultants at the state level should be in the closest possible organizational contact with other consultants and supervisors responsible for special aspects of elementary and secondary schools. Such integration is usually best achieved by placement of the school library consultant function in the Department of Education. The Council of Chief State School Officers has issued a clear statement of Responsibilities of State Departments for School Library Services. School consultant service must also be closely coordinated with other state library activities in the interest of the expanding demands for library materials by students. (Standards for Library Functions at the State Level, #38)

> Public libraries and school libraries are part of a network of library facilities, and should work together to provide coordinated and complete service for children and young people.

There should be continuous joint planning between those responsible for school and public library service, based on realistic recognition of the functions of each agency, in order to provide complete library service to children and young people. (Public Library Service, #63)

Recommendation: It is recommended that the proposed Department of Libraries work with the Department of Education to transfer the burden of providing library resources for some of the schools to the Department of Education and the local school units. It is further recommended that within a five-year period, the support of school libraries be placed completely in the Department of Education and the local units. Where local support for schools is not sufficient or where physical facilities are lacking, the possibility of contractual arrangements by the Department of Education with the local public library or with a regional office of the Department of Libraries be examined.

5. Definition of Adequate Library Service

Finding: There does not appear to be a sufficient recognition of the obligation of the state to define adequate library service.

Vermont has left the local public libraries to manage their own affairs with a minimum of state interference. However, the public library picture in Vermont appears to be changing in the direction of a stronger state library agency. But the main reliance for community library service still rests with the community libraries and the efficiency or lack of efficiency of these units could well nullify the efforts the state is making to provide resources and services from the state level.

In addition to providing indirect state aid in the form of services and resources of the Free Public Library Service and its regional offices as well as the State Library, a modest state aid program in the form of money and or books is provided to the municipal libraries. And the statutes provide by implication that a free public library shall be exempt from taxation. (V.S. 1947 § 4542)

The grants-in-aid program of Vermont appears to be more of a subsidy than aid conditioned on the meeting of certain standards or requirements. Library service is a function in which both the state and the municipality are concerned. The Laws of Vermont are silent on considering library service to be an educational service or even as an adjunct to education. Whether library service at the local level is the exercise of a governmental function delegated by the state is not pertinent at this time. The library in Vermont has been and is very much of a local concern, though the state has also expressed itself through its direct and indirect aid program to be concerned with the library. The point is that the public library must be raised to a higher level than that of a purely local interest and this level can only be attained by the application of external standards that are uniform throughout the state.

The state in providing for aid to local libraries and in permitting the public library to enjoy a tax-exempt status is making a value judgment about the service of the library to its primary area of support--the local municipality. Implied here is the thought that a local library is meeting a standard accepted throughout the state and has the right to financial support and exemption from taxation.

Principle: Direct financial grants to local libraries should be conditional on the meeting of minimum standards of organization, qualifications of professional personnel, and financial effort for library support on the part of local government.

Direct grants should not be made to libraries which cannot make effective use of them because of inadequate organization, personnel, or financial effort. Libraries receiving direct state aid should be organized within the state-wide plan of service. Libraries of inadequate size not in the plan and those not providing minimum finances and personnel are better helped by means of extension service until they can be brought into a sound structure which will provide full return from state funds. The level of financial support and of personnel to be achieved locally should be specified in state regulations and based upon conditions within the various states, with the national standards serving as a guide. (Standards for Library Functions at the State Level, #46)

> Direct state aid may be granted to libraries not achieving minimum standards if they show promise of achieving the standards within reasonable time and have a plan for this purpose.

The purpose of state library activity is of course not to penalize or punish weak libraries but to help them achieve adequacy. Financial help can be used to speed up the process. Care must be taken to be sure that such aid does not perpetuate library units which have no prospects of progressing to the point where local people can get needed service and where state funds will ensure this goal. If state aid is granted to substandard libraries for an interim period, a reasonable plan for coming up to standards within a few years should exist for each such library. (Standards for Library Functions at the State Level, #47)

Recommendation: It is recommended that uniform standards for public libraries be established with respect to personnel, quarters, resources, level of service, financial support and library board activity. It is also recommended that the application of these standards be applied on the basis of the growth potential of each individual library.

It is further recommended that these standards be incorporated in a code of administrative law by the Department of Libraries and that suitable sanctions be established in the form of reduction of state aid or in the suspension of the tax-exempt status of libraries for non-compliance with the standards. A function of the Department of Libraries would be the inspection and supervision of the libraries and the establishment of a list of those certified libraries for the guidance of the local taxing authorities.

6. Concept of Library Systems

Finding: It is not clearly apparent that the state library agency holds a large enough view of the concept of library systems and of the supporting role of the state.

The Free Public Library Service is authorized to develop plans that will provide more adequate library service for the residents of the state with especial consideration to regional libraries, "or other agencies whereby better library service than now possible can be given..." (V.S. 1947, § 4515)

Traditionally the concept of the public library is one that is attached to one or another of the smaller units of local government where it has come into being and has developed close to the people it serves and its development has been closely allied to the amount of local interest displayed and the amount of local financial support furnished.

The original regional experiment in Northwestern Vermont did not provide for combinations of libraries working jointly but rather aid and stimulation of existing libraries by means of operating branch offices of the state library agency.

Essentially the concept of the larger unit of service is a library system centering in the state library agency. The community libraries have lost no autonomy but the influence of the state is considerable. The question of whether the starting point of a library system should be the individual community libraries banding together to share services and resources or the idea of contracting with larger municipal libraries to perfom central library functions for clusters of libraries has not been put to the test in Vermont.

Principle: The state library agency should initiate and encourage demonstration and experimental programs leading to the development of library systems.

The state library agency should provide close and regular advisory service for local librarians, board members, government officials, and others interested in improvement of their facilities.

The state library agency should build up a collection of and lend to local libraries materials which are not appropriately held within the systems.

The state library agency should provide means of exchange of materials no longer needed in individual libraries and systems.

The state library agency should provide storage for copies of items no longer needed locally in the state, but of possible value in the future. (Public Library Service #25, 27 28 32 & 33)

Recommendation: It is recommended that the state encourage the development of a natural system of community libraries centering around a university or large municipal library as an experiment in library system planning.

LOCAL LEVEL

7. Legal Basis for the Public Library

Finding: There is not a clear legal basis for the public library as a state concern nor as a municipal concern.

While the Vermont Statutes permit the establishment of municipal libraries and make provision for the state to aid such libraries, the municipal libraries have been established by local initiative to meet local needs. No act of the state is required for the formation of such libraries. Public library service is in no way regarded as a part of the educational program of the state.

Incorporated libraries, where the initiative for establishment does not belong to the people through the action of their municipal government, and where the primary concern in the establishment of the library is not library service per se but rather in providing means for handling conveyances or estates, are established by the state. But the action is designed to provide a corporate existence rather than to strengthen the educational system of the state. Library service should be regarded as a function in which both the state and municipality are concerned. The public library should be raised to a position level higher than that of local interest alone and, at the same time, should not become an agency of the state alone. The essential point is that it is desirable for the library to assume the posture of something more than purely a local service.

Principle: Local library systems should have a clear legal basis for establishment, governmental organization and financial support.

Library service should be explicitly mentioned as a state concern in the state constitution and/or statutes. The functions of state library agencies for guiding and reinforcing local service should be specified by law.

Provision should be made in state law to establish libraries and library systems through consolidation, federation, and contractual arrangements for inter-library cooperation. (Public Library Service, #49, 50 and 51)

Recommendation: It is recommended that a study be made as to the advisability of the establishment of municipal libraries as separate corporations by act of charter.

8. Public and Private Libraries

Finding: There does not appear to be a strong affinity between the municipal libraries and the incorporated libraries in terms of service.

The essential difference between municipal or public libraries and incorporated libraries exists in the fact that control--and sometimes membership is vested in an organization that is not a part of municipal or other government. Both of these types of libraries may serve the municipality but the incorporated library is not a part of the municipality itself.

In the incorporated library the persons who are chartered as the "body corporate" actually become the library and their successors with the usual privilege of perpetual succession--also become the library in time.

The association library--as distinct from a library association as used in the Vermont Statutes--is different than the incorporated library in that the managing board is not the incorporated library but is elected by the members of the incorporated body. In one case the governing board stands alone; in the other the board is the creature of the larger body.

Principle: The public library should be an integral part of general local government.

The community library, while it started historically as a private agency, renders with public money a public service that affects public policy. There are still numerous libraries governed by independent or semi-independent corporations or associations, some of which render services of high quality. The special circumstances which caused the organization and maintenance of these types are likely to diminish in importance. (Public Library Service, #52)

Although incorporated libraries may contract to render service to a municipality, an examination of the Statistics of Public Libraries in Vermont 1965 revealed on the basis of a comparison sample of incorporated and municipal libraries that the municipal libraries tended to have better support as well as better balanced expenditures.

Recommendation: It is ~~recommended that the~~ incorporation of organizations for library purposes by the Secretary of State be done only on the recommendation of the Commissioner of Libraries.

It is further recommended that the recognition of a free public library for the purpose of contracting for library service, for state aid and for continued status as a tax-exempt institution be dependent upon a decision of the Commissioner of Libraries upon the application of suitable standards of library service.

9. Library Trustees

Finding: There should be a clear statement of the function and role of the library board of trustees.

To many people the concept of the government organization of the American public library is an institution managed by a special board and attached to a municipality. The board is generally regarded as an independent board. It is assumed that the relative independence of library boards is due to common acceptance of the tradition of the library board rather than by a comparative analysis of the rights and functions of the library board and the board of the parent municipality.

The generally accepted powers of a library board usually deal with such things as: (1) the place of the library in municipal government, (2) property rights and ownership, (3) the power to build buildings or to rent and dispose of property, (4) formulation of rules and regulations for the use of the library, (5) library personnel including appointment and salaries, and (6) the power of taxation.

Principle: The function of the library board and of the chief librarian should be clearly differentiated.

The library board carries legal responsibility for the agency and is its legislative body. In practice the board and the librarian share the task and responsibility of establishing and changing policies. Both trustees and staff have an obligation to preserve freedom of access to knowledge through the library, and both share the task of public relations and of interpreting the institution to the public. The librarian has definite responsibility for recommending policies and for bringing to the attention of the governing board the desirability of formulating policies. (Public Library Service, #58)

The board of trustees of municipal libraries may be said to be a part of the machinery of local government. The board is usually appointed by the municipal board and the money it spends has been appropriated by a decision of the municipal board or by the people themselves. The independence of the board consists in the ability of the library to administer the library according to policies which it has determined. The powers of library boards are:

1. To control the expenditure of library funds
2. To receive gifts and trusts
3. To rent or purchase library property: to build buildings
4. To provide library materials by purchase or rental
5. To adopt by-laws for the conduct of the business of the board
6. To elect officers
7. To make rules and regulations for the library
8. To exercise general control over the library staff including appointment, dismissal, fixing salaries and making rules for the conduct of the staff.
9. To have general supervision and custody of all property used for library purposes
10. To perform all other acts necessary for the management and control of the library

Recommendation: It is recommended that the powers of library boards be enumerated in the statutes.

It is further recommended that the board of the proposed Department of Libraries have the a/m powers the same as the library board of any municipal library.

10. Library Systems

Finding: The laws of Vermont do not encourage the participation of libraries in the formation of library districts or regions.

The Vermont Statutes permit the establishment of interstate library districts and the participation of the public library agencies in the government of such interstate library districts. (V.S. 1963. § 119)

Principle: A central library or regional center open to every resident of a natural region should make available the essential resources and personnel of modern service. (Public Library Service, #7)

Recommendation: It is recommended that the present laws be expanded to encourage and permit libraries to form library systems of their own design and choosing.

It is further recommended that the concept of library systems include libraries of higher educational institutions as well as public libraries and libraries supported by the state.

III

LOCAL LIBRARY SERVICE IN VERMONT

There are 211 community libraries serving a population of 357,011 persons or 91.7 per cent of the total population of Vermont. In addition, 62 bookmobile stops served individual homes and farms and a lesser number of individuals have been served by Traveling Libraries sent from Montpelier.

11. Size of libraries

Finding: Many of the community libraries in Vermont have too small a population base to enable them to do more than perform a lending service.

TABLE I

POPULATION SERVED BY LIBRARIES

Town Population	Number of Libraries
0 - 500	37
501 - 1,000	53
1,001 - 2,000	42
2,001 - 3,000	14
3,001 - 5,000	11
5,001 - 10,000	10
10,001 - 25,000	5
25,001 +	1

The population served by these libraries ranges from 58 to 35,531 with the median falling in the 1,001 - 2,000 population group.

The basic library functions consist of (1) buying and processing library materials, (2) maintaining a book stock and (3) circulating the books and library materials to readers. In order to perform these basic functions the Minimum Standards for Public Libraries of the Vermont Library Association (1966) recommend that even the smallest library strive to attain a collection of 2,500 titles; that the library be open at least 10 hours a week and that the annual withdrawals and acquisition of the library be equal to 5 per cent of its book inventory.

At the recommended acquisition rate, the yearly cost of library books would range between $500 - $562 per year and the personnel cost of keeping the library open the recommended public service hours would be between $682 - $780 per year. Heat, light, insurance and the other operating expenses of the library have not been estimated. The cost of books and staff would amount to $1182 per year and for a library falling in the middle of the median population range this would represent a cost of $.78 per capita.

In the 1956 supplement to Public Library Service, the conclusion has been that in a city or a county of 100,000 population, approximately $3.50 per capita is needed to achieve minimum standards and that smaller places will need more.

Principle: There should be a publicly supported community library easily accessible to every individual, and it should connect him with the total library resources of his region, state, and nation. (Interim Standards for Small Public Libraries, #1).

In the United States about 40 per cent of the public libraries serve populations of less than 2,500--54 per cent of the community libraries in Vermont are in this class. The Sub-committee of the Public Library Association which drafted the Interim Standards for Small Public Libraries (1962) did not establish separate standards for the library serving 500 or 1,000 persons but felt that it would require at least a population base of 2,500 persons to enable the community library to function qualitatively under the standards cited above.

Recommendation: It is recommended that the community libraries in Vermont form themselves into systems of libraries without loss of local autonomy and work together to cooperate in book selection, exchanging borrowers privileges, and engage in joint activities and services which they can not now do acting alone.

It is further recommended that the systems of libraries be formed by act of the community libraries and that the activities of the libraries be coordinated by a Regional Library Board selected by the libraries in the presently designated regional areas and that the Regional Library Board act as a liaison agency with the Regional Office of the Department of Libraries in planning and contributing to regional development.

12. Hours open

Finding: The public libraries in Vermont are not open a sufficient number of hours to meet the standard suggested by the Vermont Library Association.

Principle: The public library must maintain well planned hours of service.

Each library should establish a regular schedule of hours that will permit all citizens of the community easy access to the materials and services of the library. (Interim Standards for Small Public Libraries, #C 1).

TABLE II

REQUIRED PUBLIC HOURS PER WEEK

Population	Standard	Performance (Average)
-1,000	10	10
1,000-2,000	15	10-9
2,000-5,000	15-30	21-4
5,000-10,000	35-45	35-5
10,000-25,000	45-75	56
25,000+	60+	48

It is obvious that a library that is not open is not in a position to serve the people who support it. The figures given in Table II do not quite tell the whole story. In the population group of less than 1,000, 42 out of 56 libraries did not meet the standard of ten hours per week and several libraries reported that they were only open two hours a week.

In the 1,000 to 2,000 category, 19 out 26 libraries did not meet the modest requirement of 15 hours per week. The 2,000-5,000 group revealed only 3 out of 17 who did not meet the requirement; two out of six in the 5,000-10,000 did not meet the requirement and one out of four did not in the 10,000-25,000 group.

Recommendation: The community library in a small population center should provide services to the public some substantial part of five days a week, the hours and days to be selected upon a basis of maximum potential use. (Public Library Service #70).

13. Book Collections

Finding: The individual library resources are too small and lack a suitable balance.

In non-quantitative terms, an adequate book collection means three things (1) that there is sufficient variety in the collection; (2) that there are sufficient books available per person in the borrowing area; and (3) that the books cover various aspects of the world around us with up-to-date information.

The public libraries of Vermont had a total of 1,369,174 volumes in 1954 and 1,378,751 volumes in 1964. In this period the population served by these libraries increased by 9,969 but the total volumes increased only by 9,877. The total number of volumes per capita remained at 3.

During this same period, despite the lack of growth in the book holdings of the public libraries, the total circulation increased from 1,585,247 to 1,888,656--an increase from four to five circulations per capita and a total circulation increase of 303,409.

Principle: Regardless of the size of the community, its library should provide access to enough books to cover the interests of the whole population. (Interim Standards for Small Public Libraries, #G).

The public libraries in Vermont serving less than 5,000 persons have an average of 1.7 volumes per capita or a per capita volume deficit of 1.7 and have an average access to 3,592 volumes in the community libraries or a volume deficit of 6,402 volumes on the average of all of the libraries in this population class.

The libraries serving between 5,000 and 50,000 persons had an average of 4.4 volumes per capita. Ten per cent of the public libraries in Vermont failed to meet the modest base of 2,500 titles suggested by the Vermont Library Association.

TABLE III

TYPES OF BOOKS IN VERMONT PUBLIC LIBRARIES

Population Served	Distribution in Libraries by percentage Adult Non-fiction	Fiction	Juvenile
-1,000	23	53	24
1,000-2,000	26	40	34
2,000-5,000	27	40	33
5,000-10,000	35	34	31
10,000-25,000	48	28	24

An examination of Table III reveals the high per cent of fiction in the public libraries of Vermont. The standards of the American Library Association do not offer specific guides to the balance of a library collection except in the area of material for children and young adults which should total 30-35 per cent with 30 per cent in the juvenile area. On this point the Vermont Libraries compare reasonably well.

The most authoritative text on the administration of public libraries, Practical Administration of Public Libraries by Joseph Wheeler and Herbert Goldhor recommend that, in terms of book expenditures, 25 per cent go for general books; 25 per cent for adult fiction and 50 per cent for adult non-fiction including periodicals. By extrapolation to percentages of the total book collection, the libraries in Vermont would have a decided imbalance between adult non-fiction and fiction.

The collection of a library should be representative of the needs and interests of the community it serves within the concept of defined standards of the libraries' objectives and the concept of quality. One indicator that should be considered by those planning library collections is the fact that out of 28,595 book titles published in the United States in 1965, eleven per cent was fiction; ten per cent juvenile and 79 per cent non-fiction. The relation of non-fiction to fiction for all of the paperback books published in the United States during this period is 79 per cent to 21 per cent. And of the top ten titles on the best seller lists--fiction and non-fiction--in 1965, non-fiction outsold fiction by about one-third.

Recommendation: The individual community libraries should be encouraged to work together on a regional basis in the cooperative selection of library materials. The needs that come out of the regional planning of the libraries should be considered by the Regional Advisory Boards in recommending buying for the Regional Offices.

It is also recommended that the libraries be encouraged to cooperate in the planning and use of union lists of periodical holdings on both the regional and state levels.

It is further recommended that the community libraries be encouraged to buy more basic reference materials for their libraries.

14. Library support

Finding: The level of local support for public library service is not sufficiently adequate to enable many libraries to meet state-wide standards.

Library service has generally been regarded as a public service and in Vermont all but 14 per cent of the public libraries receive town support ranging from \$25 to \$50,245 in 1965. Fifty-nine per cent of the public libraries reported income from endowments which ranged from \$6.20 to \$10,879 for the reporting year. In terms of total income from all sources, the low was found to be \$21 for service to a population of 922 persons and the high was \$59,871 for a population service of 19,867 persons.

For years librarians have used per capita figures as cost estimates of desirable library service. While it was generally recognized that per capita figures used without relationship of the size of the library or the service conditions were somewhat meaningless, these figures were frequently used out of context and held up as desirable norms to measure library achievement. Neither the American Library Association nor the Vermont Library Association attempt to apply per capita cost figures to individual libraries. In Vermont the per capita support ranges from \$.02 per capita for a community of 922 persons to $11.14 for a community of 849 which has no reported income from local taxes.

Adequacy of library support must relate to the cost per hour of keeping a library open for public service including salaries, heat, light, telephone and other operating expenses; the cost of the annual addition of five per cent of the book inventory--approximately $517.50 or the minimum collection of 2,500 recommended by the Vermont Library Association. Thirty-six per cent of the public libraries of Vermont regardless of size spent less than this on books in 1965.

A sampling of the libraries in Vermont serving less than 1,000 persons indicated that the average library served 546 persons and the average town tax appropriation was $297--and while the average per capita income of $.54 was more than the per capita income of 10 per cent of all the public libraries in Vermont, it was not sufficient to prevent an average book deficiency of 736 volumes against the base of 2,500 nor an average deficiency of 5.6 hours for the required public service hours of the library.

Recommendation: It is recommended that the boards of trustees work with the municipal authorities to obtain a higher level of library support.

It is further recommended that state aid on a matching basis be established to encourage increased local support.

15. Library personnel

Finding: The importance of the public librarian as an important part of the educational-informational program in Vermont is not reflected in the salaries paid the librarians nor the qualifications expected of them.

Librarians supply the second ingredient to library service by supplying skills and techniques to collections of material so that they may be of value to people. Table IV indicates the results of an examination of 108 libraries for which data were available.

TABLE IV

PUBLIC LIBRARIANS IN VERMONT

Size of Community	Number of Librarians	Average Salary	Number Certified
-1,000	55	$ 286	34
1,000-2,000	27	694	18
2,000-5,000	18	1,584	12
5,000-10,000	5	2,109	4
10,000-25,000	3	5,213	3
25,000+			

It is estimated that 32 per cent of the public librarians in Vermont are not certified under the Vermont Standards. About 15 per cent of the public librarians in Vermont are graduates of a library school.

TABLE V

CERTIFICATION STANDARDS*

Certification Grade	Population Served	Education-Experience	Examination
3	0-5,000	High School + 12 hours or equivalent	yes
2	5,000-10,000	College + 6 hours or equivalent	yes
1	10,000+	Undergraduate Library Science degree or college + 5 years	yes

*These represent standards proposed by the Vermont Library Association in April 1966.

The personnel standards of the Vermont Library Association in effect in April 1966 made specific recommendations as to salary: Grade 1, $6,000 minimum; Grade 2, $4,500 minimum and Grade 3, $2 per hour minimum. Coverage of all library workers under Social Security was also recommended.

The standards outlined in Table V represent a desirable change from the previous standards which required Library School, or in the case of the Grade 2 certification, required two years of college plus a summer at an accredited library school. It should be mentioned that accredited library schools are concerned with five year programs and are not likely to be anxious to accept students with only two years of college into what, in most of the thirty-seven accredited schools, purports to be graduate-level courses.

The question may be raised as to the desirability of certification for public librarians being a function of the Certification Board of the Vermont Library Association rather than a function of the state as in the case of teacher certification. The point is made as to how enforceable the certification standards really are. This point may be extended to the whole area of the application of library standards and the sanctions that do or do not attend them.

The Certification Standards are to be commended in the sense that they have established the definition of a "professional librarian" by reminders in specifically stating that Library Assistants and Pages were considered as non-professional. Since graduation from a library school appears to be the traditional concept of a professional as viewed by the American Library Association, it is suggested that the Vermont Certification Standards make a more forthright definition of what a professional librarian means in Vermont.

The training of librarians and library workers is a serious problem in Vermont and in other New England states. Library courses are available at

Boston, at the University of Rhode Island and at summer institutes at the University of New Hampshire and at several places in Vermont. One of the problems of having librarians in rapidly expanding programs trained in conventional library schools is that library schools appear geared to educate with yesterday's knowledge. The development of library systems and the forward movement of librarians in many states has not had an impact on the library schools which appear to be dedicated to the theories behind the facts that the students absorb.

The need in Vermont is for librarians who understand the theories--and these can be read in books--and who are prepared to learn the skills of reference or information handling as a skill.

It is suggested that Vermont act with the other New England states in providing library training on a regional basis. Standard on-campus courses held during summers and on occasional week-ends in addition to study materials prepared for independent study could be utilized. A standardized type of examination such as the Proficiency Examination of the New York State Education Department could be used to establish college credit. Professionally prepared training materials with one or two full-time teachers assisted by selected part-time teachers could rotate in selected teaching centers throughout the New England States and function as a New England Library School under an educational charter issued by one of the states. The structional and administrative arrangements could be handled through the existing provisions for interstate compacts.

One further suggestion is made concerning the provisions for scholarship aid to residents of Vermont who wish to study librarianship. The possibility of including a library or informational service category among the fields considered by the New England Higher Educational Compact should be explored.

Likewise, the Governor's recommendation concerning the establishment of a scholarship fund as a replacement for the present instructional grants to Norwich University and Middlebury College should be considered in the light of the possible application to the library profession in the same sense that medical and nursing scholarship aid has been established.

Recommendation: It is recommended that service in the libraries of Vermont be regarded as a career service throughout the state.

It is also recommended that the library profession seriously consider the possible advanatges of joining the other professions in Vermont under the Division of Licensing and Registration or by establishing a professional services unit in the proposed Department of Libraries.

It is further recommended that a New England regional plan for the training of librarians be started in conjunction with the other New England states.

16. Library Trustees

Finding: Library Boards of Trustees do not appear to have been an active force in the development of library service in Vermont.

There are about 1,100 Library Trustees in Vermont. Twenty-seven per cent of them are housewives; twenty per cent are educators, and eighteen per cent are businessmen.

TABLE VI

COMPOSITION OF LIBRARY BOARDS IN VERMONT, 1965

Organization	Population Served by Library			
	-4,000 (48%)	4,000-10,000 (23%)	10,000+ (29%)	total
Clergymen	3	2		5
Labor & Trades	48	6	3	57
Farmers	27	2		29
Business & Industry	111	14	12	137
Educators	130	12	7	149
Sales & Management	33	4	11	48
Public Officials	40	2	2	44
Housewives	166	15	19	200
Other Professions	45	5	9	59

Fifty-nine per cent of the library boards have five members. The Vermont Library Standards call for board meetings each quarter as a minimum but recommend monthly meetings as desirable. Forty per cent of the libraries do not meet the minimum standard and only 15 per cent of the libraries meet the suggested standard of monthly meetings.

Principle: The public library should be governed by capable and interested officials (Interim Standards for Small Public Libraries #F).

At a previous point in this report the suggestion was made that library boards, while selected largely and with a responsibility to the people in their town, must come to the recognition that library service is not just a local service and that like education, it is state, national and international as well as local.

The trustees in Vermont have made an excellent new start with their trustees' organization and their voice will be heard in library affairs on the state level. But the need is for trustees as individuals or as boards to work with trustees of other boards in the next town to establish patterns of cooperative action in book selection, freedom of cooperative borrowing for their residents and working together to make their region the sum of the library parts rather than a pattern for the delivery of state-owned books and films. And at the same time, each trustee has the responsibility for interpreting the modern concept of library service to those around him.

IV

REGIONAL LIBRARY SERVICE

The regional concept in Vermont is based upon an informal relationship between the state, represented by field offices, and the town libraries. The regional concept that was first established with the aid of the Carnegie Corporation in the northwestern portion of the state did not contemplate the combination of local library units into federations or units as in New York State. It was an attempt to bring the personnel and book resources close to the libraries and to enable the town libraries to carry out the work that they had been doing with a modest stimulation by the state. The regional office had no administrative authority over the local libraries; and in present-day terms, the concept of the larger unit of library service cannot be said to exist in Vermont.

The literature on library development in Vermont does not offer clear-cut objectives as a rationale for the existence of the regional offices nor is a plan that is progressive in the sense that it has enlarged the concept of 1930 in evidence.

Basically the town libraries are concerned with the maintenance and operation of their library building, the selection, purchase and preparation of books and periodicals for their shelves and the provision for custodianship of the libraries and their contents.

In general, the towns and the town libraries do not care who buys, catalogs or stores little-used materials. Librarians generally welcome assistance with their problems but the assistance is just as welcome from a staff member of a nearly-large library as it is from a representative of the state library agency. It is not generally accepted that buying, cataloging and storage can be done more efficiently and economically on a large scale and that this might be a function of the state. Likewise, it is not generally acceded that the concern for library service should go beyond the bounds of the township or that inter-library loan or reference is necessary. The concept of borrowing books from the state has been accepted by some libraries, but by no means all. The converse of this--the lending of material to the state, or a citizen of the state residing in a different township--is definitely not an established pattern of library thinking in Vermont.

The evaluation of the regional structure for libraries in Vermont should be dependent upon judgments obtained by comparison with goals such as improved library service for the community libraries, increased use of the public libraries, a change in the character of use of the community libraries, the improvement of the financial status of the libraries and certainly thirty years ago at the inception of this regional service, another important goal would have been the extension of library service to unserved areas or to groups of residents who were unserved, such as elementary school children or inmates of a prison.

Allied to these primary goals are possible secondary goals which actually are causal factors such as the encouragement of the citizens to better support of their libraries and the leadership necessary to make the local libraries institute more effective service policies and to up-grade their ideas on book selection.

There is no easy answer to these questions. The collection of statistics has often been a haphazard affair and a "before and after" view of the libraries and the library service in Vermont is not possible. It is inevitable as the level of education increases it will have an effect on the requests made to the local libraries. And perhaps even more important in Vermont has been the influence of the artists, writers and retired professional people. These factors may be subsumed but cannot be documented.

All one can say is that libraries have changed to some extent in the last thirty years and that the regional library service may have had a part to play in that change.

Has the regional plan succeeded or failed? Certain questions may be asked to bring forward the evidence necessary to answer this question.

First, has library service to the existing small libraries been improved by the regional outlets? Again, this is a difficult question to answer. On the basis of the data available for 1965, 105 libraries borrowed 119,450 books from the Free Public Library Service through the regional centers and 107 libraries either did not report at all or did not borrow library materials. The amount borrowed from the regional centers in one year equals one-third of a book per capita for the entire population of Vermont.

It may be asserted that borrowing books on behalf of the patrons of a library is a mark of good library service. Data are not available to indicate the growth of this activity but in a recent five-year period the per-cent of books acquired by the regional centers for all books acquired by the public and regional libraries of Vermont rose from 20 per cent of the total acquisitions to 25 per cent of the total. And as further illustrated in Table VII, the book holdings of the regional libraries of Vermont represent an important strength--16 per cent--especially when the amount of duplication in library collections is considered.

TABLE VII

BOOK HOLDINGS IN VERMONT LIBRARIES 1965

Library	Total Books in Libraries	Total Books in Regional Centers	Per Cent of Books in Regional Centers
Rutland Region			
Center		42,646	12
Libraries	347,799		
St. Johnsbury Region			
Center		43,788	17
Libraries	245,654		
St. Albans Region			
Center		43,259	19
Libraries	224,363		
Brattleboro Region			
Center		45,574	13
Libraries	359,058		
Montpelier Region			
Center		59,466	21
Libraries	277,831		
Total	1,454,705	234,733	

That the libraries use the regional centers for channels of requests for reference and interlibrary loan is evidenced by the 7,167 requests made in 1965. What is not known is the number of requests made five years ago or thirty years ago. One out of fifty persons of the total Vermont population requested materials or information through the offices of the Free Public Library Service in 1965. But it must also be remembered that probably these persons making the requests were library borrowers and that only about 31.4 per cent of the population of the state are registered borrowers.

The available evidence does not show that the service of the existing small libraries has been improved by the presence of the regional centers. The evidence does show that the resources of the centers are being used. The fact remains, however, that the modest standards proposed by the Vermont Library Association were not met by many of the libraries.

A second question that might be raised concerning the regional centers is the question of how much value were the centers to the larger libraries. Again, the data were not available for comparative purposes but it can be said that the larger public libraries do use the regional centers. In general, the larger libraries with one or more professional staff members were more aware of their responsibility to go beyond their own resources to serve their public and have accepted the center as one agency that can serve them.

A third question that was asked was whether there were any essential functions or services that were not being performed by the state's regional offices or by the community libraries themselves.

The fourth point of query was concerned with the participation of the libraries and of citizens in the affairs of the region served by the state regional office.

The recommendation is made that the system of state offices operating in the manner of regional centers be retained. As mentioned before, there was no preponderance of evidence to show that the state offices have had any startling effect on library service in Vermont and likewise there was no evidence to show that they have been a failure. There was a feeling that the pattern of regional operations was somewhat static and was not in itself sufficient to provide for modern library needs or to be consonant with current library standards.

The regional offices acting with the state facilities in Montpelier do constitute a library system that is state-wide in its application.

The suggestion is made that possibly the state can be as well-served by three regions as by five and consideration be given to abolishing the St. Albans Regional Office and the Montpelier Regional Office and serving the area now served by these offices by bookmobile and delivery service directly from the proposed Department of Libraries in Montpelier.

There would appear to be need for a reorganization of some of the functions of the regional offices. In some of the quarters occupied by the regional offices the facilities offer no more than book storage space at the best. Several of these were found to be virtually inadequate for the purpose of holding book selection meetings of the community librarians or to undertake other types of service such as reference, display work, book storage for the libraries or the handling of media not now handled such as phono-disks or microfilm.

It was observed that the staffs of the regional offices did not have time to take on new functions. They remained in close contact with the libraries of their regions but did not appear to function strongly in an advisory role. The lack of staff, the physical facilities and the system of filing made it difficult to recall books that were out on loan.

There did not appear to be any participation by the libraries or by citizens in the region in the affairs of the regional office except in St. Johnsbury where the Home Demonstration group acted as an unofficial advisory board.

A second recommendation is that certain libraries in the region--probably not more than two in each of the regions--should be invited to serve as reference centers for the region. The libraries selected should be the strongest libraries with respect to their holdings in adult non-fiction materials and should be willing to freely serve residents of other parts of the state who come to the library for help. State aid for this purpose has been recommended in another part of this report.

The regional offices should continue to supply materials for the libraries they serve. Requests for inter-loan materials should be referred to the regional offices as well as reference questions which cannot be handled by the regional reference centers. It is anticipated that the present TWX will be continued.

Likewise the regional offices will continue to perform a delivery service of materials requested by the libraries. Consultative services will be from the Montpelier office of the proposed Department of Libraries and the regional offices will act in a service and resource capacity only. The coordination of reference questions emanating from libraries or persons will be performed by the reference librarian working in one of the designated resource centers in the region.

Provision should be made for the participation of the libraries and the citizens of the region. The point is made that the recommendation to retain the present regional pattern is in order to keep services and resources as close to the people in their communities as possible. While control of the activities of the regional offices is under the proposed Department of Libraries, provision should be made for the inclusion of local thinking and advice in the general affairs of the region.

To this end the proposed revised statutes permit the state Board of Library Trustees to appoint regional advisory groups to be known as Library Councils.

It is also important to recognize that some libraries may wish services or resources that are not available in their region. It should also be recognized that the concept of regions in Vermont is an arbitrary one and that the existing lines of delineation are not necessary to the existence of the regional services since local support plays no part in the organization of the regional offices in Vermont.

It should also be recognized that the state at the state level cannot be expected to provide the many kinds of library specialists and consultants that are a reflection of the schismatic trend in the library profession. The most important recommendation that can be made to the libraries of Vermont is that they stop looking to the state as their only source of help and start looking at each other as potential helpmates.

Accordingly the proposed statutes permit libraries as well as institutions of higher education to band together for the purpose of establishing an inter-library system to carry out certain specialized functions or services. If, for example, several libraries wished to hire a specialist to conduct children's programs, a system would be established and a board appointed through which contracts could be made and funds received and disbursed. Such a system may exist within one of the presently designated regional areas or may cross the lines into another region. It is not envisaged that an inter-library system would be a threat to the established state-wide system. It represents merely an extension of the authority of local libraries to provide services or resources which they feel they need and which the state cannot provide because they are too specialized or because it would be uneconomical for the state to do so.

A further recommendation that has been mentioned in other parts of this report is the blatant statement that the regional offices should discontinue supplying sizeable collections of books to schools and to state colleges. If materials are wanted by these institutions they should be borrowed from the local community library and the usual inter-loan procedures should be followed. Materials loaned as a collection should be for the purposes of exhibit or demonstration only. It has been observed frequently and in many places, that where a library has access to fairly large collections of books the money that would normally be spent on library materials will be diverted and the weak library will tend to remain weak.

One of the colorful incidents of library history was the Bookwagon given by the Vermont Federation of Women's Clubs and influenced by the work of Miss Mary Titcomb. Since that time with the further help of the Federation of Women's Clubs, the Home Demonstration groups and the Library Services Act, the Bookwagon has become an integral part of each of the regional library operations. Table VIII shows the service by the bookmobiles in 1964, the latest figures available:

TABLE VIII

POPULATION SERVED BY BOOKMOBILES, 1964

Region	Total population of towns in region (1960 census)	Total population served by Bookmobile	Per cent of population served
Rutland	81,253	59,047	68.9
St. Johnsbury	55,090	54,955	99.7
St. Albans	115,952	80,626	69.5
Brattleboro	61,123	35,604	58.2
Montpelier	76,403	57,035	74.6
Total	389,821	284,267	72.9

The important question not revealed in the above table was, where does the Bookmobile serve these people? It was found that 48 per cent of the total Bookmobile stops made in 1965 were at public schools; 35 per cent were at public libraries, and 12 per cent were at individual homes or farms. Ninety-five per cent of the stops were accounted for by schools, libraries and homes.

With respect to the school stops the following quotation from Wheeler and Goldhor, Practical Administration of Public Libraries is pertinent:

> Where the school has no library, many public libraries feel an obligation to provide a partial substitute, in the form of classroom sets of books, bookmobile stops and classroom visits. Some public librarians frankly admit that this is a mass-production method to increase their circulation figures; some superintendents admit that this justifies them in not budgeting for real school libraries. ...The public library is tempted to give ever more of the bookmobile's scheduled time and ever more of its shelf space to meet the endless demands of school children...(pp. 392-3)

One of the principles stated in Public Library Service is

> There should be a community library easily accessible to every reader, and it should connect him with the total resources of his region and state.
>
> The community library as the unit in the library system closest to the reader may be...a bookmobile serving a number of communities. (p.14)

The bookmobile is a well-proved device for serving areas where no library exists. The bookmobile is generally considered to be a mobile library which contains from 2,500 to 3,000 volumes; which carries material for both children and adults; which makes scheduled stops at points where people may come to be served, and which provides material for quick reference service.

Bookmobile service can be expensive depending upon the volume. No hard and fast rules can be cited for the use of bookmobiles but a body of experience has been accumulated in the United States sufficient to enable Wheeler and Goldhor to report in their Practical Administration of Public Libraries:

> Like branches, bookmobiles, too, have a point of optimum economic operation. Briefly, it is that no stop should be continued if, after reasonable trial, it fails to result in a rate of circulation of about a book a minute. Assuming the bookmobile is open for use around thirty hours a week, this will result in an annual circulation of about 90,000 books a year, and about half of this should be adult books...Any bookmobile with direct costs (salaries, books, depreciation, repairs, etc.) of over 25 cents per circulation at 1961 prices should be critically received. (p. 426)

The basic impression was gained that bookmobile service in Vermont was primarily delivery service to elementary schools and public libraries. A bookmobile is an expensive delivery truck and it is recommended that the regional offices concentrate on performing a delivery service between Montpelier and the regional office and to the public libraries in the region. If there is to be a freer interchange of library materials among the libraries in Vermont, a system of delivery service is necessary. The selection of books to be borrowed by individual libraries can be handled by having book selection meetings of the librarians in the region. Meetings of this type, aided by the staff of the regional office should be possible as the farthest distance from a regional office to its most distant service point is only 79 miles.

If it is decided to reduce the number of regional offices to three, it is suggested that the possibility of bookmobile service to individuals from Montpelier be explored for that area north of the St. Albans-Montpelier-St. Johnsbury line.

V

LIBRARY SERVICES FOR VERMONT

INTERLIBRARY LOAN AND REFERENCE SERVICE

Librarianship is not just the process of collecting books and sometimes periodicals and audio-visual materials for the public they serve. It is a process of relating library materials to people who use or could use the library. It involves selecting materials that will serve their needs; arranging the materials in a manner that is understandable to both the public and other librarians, and encouraging the use of the materials available from sources other than the individual's library.

We must remember that in the United States--and it is amply illustrated in Vermont--that as far as the books on the library shelves are concerned and the relating of these books to the user's need, the citizen is primarily dependent upon the local provision of materials and staff.

The basic standard of the American Library Association states that:

> Every individual should have access through his outlet to the full range of modern library facilities...

Public libraries must keep in mind three things: (1) they must be adequate and available to people wherever people are: (2) they must be strong enough to do the work that is theirs and (3) they must provide people with the full range of library resources and services.

An institution which is formed and perpetuated is valueless if it is not capable of carrying out its functions and a library which is intended to supply people with services and materials is of no value if it cannot give the proper staff assistance or is not able to provide library materials needed in sufficient range and quality.

Multiplicity of libraries may be a handicap rather than an indicator of a state's educational quality. Certain libraries have specialized groups of borrowers such as school libraries but it is obvious that a library can only provide the staff assistance or the materials in sufficient range when it serves a sufficiently large population to provide the tax base to pay for services and materials. As a generalization based upon observation, the small library usually makes provision for the majority of demands despite the fact that the materials required by the minority may be of more importance.

Libraries, especially small ones, tend to duplicate each others' collections because of the majority expression among the borrowers which reflects the few sources that people use to learn of books. A state with 300 libraries which contain 1,500,000 volumes may enjoy an average collection of 5,000 volumes, but the point is made that a library of 50,000 volumes will probably have more wealth of materials than 10 of the smaller libraries of 5,000 each.

The standards of the American Library Association state:

> There should be a community library easily accessible to every reader, and it should connect him with the total resources of his region and state.

There will always be many small libraries in most of our states because each state has many small communities. In Vermont, which has an average population of 42 persons per square mile, we find on a state-wide average, that 30 persons per square mile are served by libraries but that only about 34.5 per cent of the population of the state are registered library borrowers.

It has become apparent in many parts of the United States that the small communities and towns cannot possibly provide sufficient resources acting independently. Behind the small libraries there must be wider resources of materials and specialized staffing. There must also be cooperation among libraries to ensure the optimum amount of book use by the individuals of the state.

What are the ingredients of interlibrary loan?

1. A library user who has a need and who, with the help of the local librarian, the local library collection of materials and simple bibliographic tools can help the patron identify the need in library terms and to determine whether or not the materials are available locally.

2. If the materials are not available in the local library, the librarian must have sufficient knowledge of library tools and procedures to request the materials by the fastest means possible from the library system headquarters or from the designated reference library.

3. A trained reference librarian at the intermediate level with the aid of bibliographic tools will quickly ascertain if the materials are available: (a) in a local library, or (b) in the state-operated regional office or the designated reader reference center.

4. If the material is available in the region, the patron is informed and given the choice of: (a) going directly to the library that holds the material, or (b) having the material sent by the regional messenger service to the patron's own library.

If the material is not available in the region, the request is forwarded by the regional office to Montpelier. Here the Union Catalog is examined to see if the material is available in other libraries in Vermont; in the Free Public Library Service, or the State Library. If the material is in none of these places, the State Library seeks among libraries with which it has co-operative arrangements or, in the case of some kinds of materials, the Library of Congress.

Essentially then, interlibrary loan is an arrangement which is initiated by the individual citizen and sets into motion a mechanism which incorporates the full resources of the state and even beyond.

The system described above represented the ideal. Several things need to be considered before an ideal interlibrary loan situation can be said to exist.

First of all, there must be agreement among the libraries of Vermont that they will cooperate in serving a citizen even though he lives and pays taxes in another township. And assuming such agreement, the libraries must agree to a certain standard of performance in carrying out this cooperation.

Second, the individual must have access to a library of first contact where he can make his needs known. This is particularly important for, as was mentioned earlier, there are libraries in Vermont open as few as two hours a week. The citizen must therefore have the right to go to another library which is open or to make the request by telephone to a person with the skill to determine precisely what the need is.

An important point in communications occurs when the patron attempts to explain to the librarian exactly what he wants. The patron does not think of authors and titles and does not necessarily think of subjects in the same way as the librarian. And yet at the point of first request the librarian may not have the skill to correctly interpret what is wanted.

If the material is discovered in the collection of the Free Public Library Service it is sent to the borrowing library. Library materials discovered in other libraries in Vermont are requested by the Free Public Library Service and after they are received in Montpelier they are sent to the requesting library but it must be remembered that while the State Library acts as a "library's library" for the libraries and regional offices of the Free Public Library Service in Vermont, it was not established primarily to provide a back stop operation for the libraries of the state.

No figures are available as to the efforts made to understand the individual need and to interpret the need in terms of the author-title tools available in the present referral channels.

The question of satisfaction of the patron has no answer. A request becomes a statistic when material is sent to a patron. The fact that the material sent could be inappropriate is not necessarily exposed in the existing system.

Again figures are not available to the extent the regional offices search before sending their requests on to the Free Public Library Service. Answers to questions may have to be found in reference books (which are not mailed out of libraries); in documents or technical reports and it is problematical as to how much information is received by the patron. Copying machines are not too available but more importantly, librarians tend to rely upon circulating book materials rather than upon government documents, phono discs, microfilms or periodicals.

WHAT IS NEEDED

The first obvious need in Vermont is to establish an interlibrary loan policy and with its acceptance, to formulate a state-wide code. Vermont is not a wealthy state that can build an entirely new library system. The institutions concerned with information and library materials and services must build on existing strengths whether these are found in academic, public or special libraries. It is only by this means that better interlibrary loan service will be made available. And as part of that effort, the interlibrary reference service will also follow. The importance of having an understanding about the interchangeability of materials around the state cannot be stressed too much, but it is equally clear that this understanding must come from the librarians and trustees and not from any governmental ukase.

A second aspect of interlibrary loan and interlibrary reference is the concept of the union borrowers card. It would be highly desirable for any resident of Vermont to borrow library materials or to receive library service at any library point in Vermont. At this point in library development the question may be raised as to whether or not this would be acceptable. It is suggested that such efforts be started among the libraries in the areas served by the regional centers with the stimulation of the proposed Regional Advisory Boards.

Concurrent with the above suggestions is the need for a continuous program of training not only for those community librarians in the public libraries but for the library workers at the regional centers and in Montpelier. There will be many community librarians who do not feel that borrowers should have complete access to library materials all over the state and as a conwequence will not encourage people to seek further than the local library shelves. These librarians must also receive training and encouragement in trying to determine exactly what their patron wants and why this want is the most important thing the librarian is concerned with at that particular time.

Many small libraries do not have telephones and frequently librarians are satisfied to send interlibrary loan requests by mail to the regional center instead of trying to understand that speed is an important a factor in library service as accessibility.

Individual libraries should be encouraged to install telephones and if necessary to receive help from the proposed Department of Libraries. Any resident of Vermont should have the right to make a collect toll call to one of the regional centers to request assistance with an informational or a library problem.

Requests from the public schools for materials or for reference help should be channeled through the local public library and not directly to the regional center. If the local public library is not open a sufficient number of hours then it is up to the school to help the townspeople understand the educational implications of public library service.

It is suggested that the following libraries be invited to serve as Regional Resource Centers or sub-centers:

Library	Town	Region
Bixby Memorial Free Library	Vergennes	Rutland
Bennington Free Library	Bennington	Rutland
Mark Skinner Memorial	Manchester	Rutland
St. Johnsbury Athenaeum	St. Johnsbury	St. Johnsbury
Fletcher Free Library	Burlington	St. Albans
St. Albans Free Library	St. Albans	St. Albans
Brandon Free Public Library	Brandon	Rutland
Rutland Free Library	Rutland	Rutland
Aldrich Public Library	Barre	Montpelier
Kellogg-Hubbard	Montpelier	Montpelier
Brattleboro Free Library	Brattleboro	Brattleboro
Rockingham Free Public Library	Rockingham	Brattleboro
Fletcher Memorial Library	Ludlow	Brattleboro
Springfield Town Library	Springfield	Brattleboro
Windsor Public Library	Windsor	Brattleboro
Norman Williams Public Library	Woodstock	Brattleboro
Morristown Centennial Library	Morristown	St. Albans
Goodrich Library, Inc.	Newport	St. Johnsbury
Jones Memorial Library	Barton	St. Johnsbury

These libraries would have the obligation to work cooperatively within their regional areas under the coordination of the Regional Advisory Board in such things as subject specialization, coordination of reference service and as a back stopping point in interlibrary loan procedures. Each participating library would receive an annual grant of adult non-fiction materials equal to the adult non-fiction materials purchased by the library. In addition, one Regional Resource Center in each region would receive annually an amount in state aid equal to one half the salary paid to an Assistant Librarian (Reference) at the University of Vermont.

This librarian would serve as the regional reference librarian for reference and research questions and would be familiar with the local resources. If the resources of the local libraries in the region were not sufficient the request would then be forwarded to the Information Center in the Department of Libraries by TWX or telephone. The reference librarian would not operate in the channel of specific interlibrary loan requests. These would be processed through the regional offices as at present.

At the state level it is recommended that the position of Reference Coordinator be established in the State Library, and that an Information Center be established within the State Library for the purpose of handling reference and research requests. The present reference function in the Free Public Library Service should concentrate on the interlibrary loan operations around the state under a professional reference librarian.

It is urged that the Union Catalog be continued under the Department of Libraries and that more libraries be encouraged to contribute to it. In this connection, and as a middle range project, it is hoped that the Department of Libraries will work closely with the Department of Administration in utilizing electronic equipment for the preparation of book catalogs that could be available at a number of points in the state and that would list some of the important holdings of the institutions of higher education in Vermont.

As a part of the reference and research service of the state it is recommended that a reference librarian from the Information Center in the Department of Libraries be stationed at the library of the University of Vermont with the necessary copying facilities and a means of quick transmission of information.

In addition to the public service aspect of supplying information and materials to the residents of Vermont, the staff of the Information Center of the Department of Libraries should engage in the following activities:

establishing union lists of serials and journals
preparation of bibliographic lists

advice on coordinated acquisitions
develop special subject finding lists
perform literature searches
aid in training college and public librarians in reference work
carry on research on methods of inter-library communication
determine user needs and research library needs

It should be stressed that the above services would not only be for the resident of Vermont and his public library, it would involve the informational needs of the members of the several professions, the research needs of industry and the students and faculties of all of the institutions of higher education in Vermont both private and public.

CENTRALIZED PURCHASING AND PROCESSING

At present the Free Public Library Service purchases the books for the regional offices and catalogs them before sending them on to the regional collection. Certain operations attending the preparation of the books for circulation are performed at the regional level. Despite comments about the delays in receiving books from the regional offices, this system has worked reasonably well.

It is proposed that this service be extended to the public libraries of the state without cost and offered to the academic libraries and school libraries on a cost basis. It is also proposed that the processing units in the State Library and the Free Public Library Service be combined and placed under the proposed Bureau of Public Libraries.

It is estimated that for the public libraries, the regional offices and the State Library, about 63,500 volumes annually would be purchased and processed. The proposed book aid to the Resource Centers in the state would involve another 8,821 volumes or an anticipated load of between 72,000-75,000 volumes annually.

No estimate has been made of the cost of processing to the libraries concerned partly because no figures are available as to the number of titles bought and cataloged especially unique titles. In New York State where some of the 22 library systems handle many more items than the number anticipated for Vermont, it was found that about 17 percent of the volumes handled were unique titles.

It is not possible to make specific recommendations at this time for the inclusion of libraries other than the ones mentioned above. It is recommended that the merger of the cataloging functions at the state level be carried out and that the public libraries be invited to order their materials through the state and to have them processed. This will require at least one added person to work in acquisitions at the state level and approximately two persons to work with the new processing unit. It is anticipated that it will be about five years before the majority of the public libraries take advantage of these services.

STATE AID

State aid in Vermont is of two types: (1) indirect state aid such as the Free Public Library Service and the regional offices, and (2) direct state aid which involves grants of money and/or books to a library.

In attempting to formulate a plan for Vermont it appeared tempting to try to relate state aid to the money paid as state aid to the local school districts. This has the merit of always increasing but it is not necessarily related to the needs of the libraries or the functional changes that are contemplated for them.

State grants should be given to supplement local funds and in the case of libraries it is hoped that certain standards of performance would be required as well as a local financial effort.

The state grants proposed in this study are based upon the modest figure of $.25 per capita of the population legally served by a library or $.25 for each dollar of appropriation made by the local taxing authority exclusive of heat, light, rent and communications. The library has the option of choosing whichever would provide the greater amount to the library. In each case the library applying for such aid would have to show evidence that it was working toward meeting the standards within a three year period and that it was working in cooperation with other libraries in the region. And no library should be eligible for such state aid if the local appropriation is reduced as a result of an increase of state aid to the library. It is estimated that this form of state aid would cost between $75,000 to $90,000 annually.

This form of state aid is not going to mean a great deal to the small library but it can be a help. The amount of aid that would be received by the average small library in Vermont serving under 1,000 persons would buy 35 volumes of fiction, or would help to keep the library open another hour each week.

In each of the five regions certain libraries which have a high ratio of adult non-fiction holdings to their total holdings have been suggested as Regional Resource Centers. If each of these libraries accepted the responsibility, it is proposed that an extra form of state aid be paid in addition to the aid based upon population or local tax support. The recommendation is that the state match each volume of adult non-fiction bought by these libraries. In 1965 the average cost of adult non-fiction including a 25 percent discount was $5.52 and the libraries suggested for this role bought 8,821 volumes of adult non-fiction. State aid is estimated at approximately $50,000.

For those libraries which agree to serve as Regional Resource Centers, one library in each region should be selected to receive a grant in order to help hire a reference librarian who would act as a reference coordinator in the region. The amount proposed for each of the five libraries is based upon one-half the salary of a reference librarian at the University of Vermont or about $4,000. This aid would amount to $20,000.

One of the important resources in Vermont are the libraries in the institutions of higher education. It was suggested earlier in this paper that cooperative arrangements be worked out with these libraries so that their important resources may be made available to meet special needs and at the same time so that priority on their services is guaranteed to their students and faculty. In anticipation of such arrangements it is suggested that an amount of $22,800 be provided to compensate the academic libraries for their services. This amount was established on the basis of $4.00 per capita for the estimated 1,200 professional workers--lawyers, doctors, dentists, and veterinarians--in Vermont. In addition, the sum of $1.50 per capita was applied to the estimated 12,000 full time students in the institutions of higher education in Vermont.

The amount of direct state aid going to the public libraries and the academic libraries in the form of books, personnel and money is estimated at $182,800. It is recognized that the concept of meeting standards or the concept of working as a part of a state-wide network of libraries is not going to be palatable to many libraries and also the amount of state aid proposed is both modest and open-ended. There is no desire to coerce a library into any given role nor to buy adherence to a particular philosophy of librarianship with state aid.

The second form of state aid proposed here is indirect state aid in that it does not go directly to the libraries as money or books but is required to go for the purpose of strengthening the library organization in the state.

For the purpose of establishing a staff member of the Department of Libraries at the University of Vermont to aid in the state-wide reference and research network and to add a new position of Reference Coordinator in the State Library will require about $20,000 as new aid this year and as a part of the combined personal service budget requirement for 1967-68.

To make a start in the operation of centralized purchasing and processing will require certain adjustment in the present staffing pattern of the proposed Department of Libraries and will require additional staff. It is impossible to determine the personnel needs for this operation at this time without knowing the anticipated volume of work, but it is estimated that additional clerical help will be needed mainly to work in the area of acquisitions. The anticipated cost would be about $10,000.

The cost of reorganizing the present Free Public Library Service and the State Library into a Department of Libraries with a Commissioner of Libraries and staff would cost about $30,000. Part of this sum would be used to start preparing a book catalog for use in several parts of the state. It is suggested that this be done in concert with the Department of Administration and by means of electronic data processing.

Under the system that is envisaged, a heavier burden will be placed upon the State Library. It is recommended that the State Library receive the sum of $15,000 in additional aid for the purpose of buying reference materials, adult non-fiction and expanding its excellent collection of continuations.

FEDERAL AID

It is suggested that Vermont's share in the 1967 Federal Aid be applied along the following lines:

Title II Construction

It is urged that priority be given to aiding the libraries which have agreed to serve as Resource Centers in the regions. Under the present proposal these libraries will receive matching state aid in the form of books and the space problem, already acute, will grow worse.

Consideration should be given to the use of some of these funds for the purpose of establishing a state storage center for little-used materials. By this means the libraries receiving book aid may keep their collections balanced by putting some of the material in the State Book Center.

Title III Interlibrary Cooperation

The recommendation here is to start working with the institutions of higher education to establish systems for interlibrary loan and reference service.

Title IV A Institutional Library Services

This would appear to be an excellent area to develop training courses on a non-professional or technician level for the various kinds of libraries of the state including the institutions.

It is also urged that the Department of Libraries start a collection of audio materials useful for self study as well as book materials and programmed learning materials for use by the individual residents of Vermont including those in state institutions.

Title IV B Services to the Physically Handicapped

The Regional Library for the Blind in Albany, New York has been serving the blind borrowers of Vermont for many years without cost. It is suggested that this be discussed with the New York State Library and some equitable solution be worked out.

It is also recommended that the concept of the physically handicapped be extended to include shut-ins and the bed-ridden and that a survey be carried out to learn where these people are and what their needs are. Special grants should be made to local libraries for serving these residents. It is urged that the Department of Libraries buy tape and tape players and gain some experience with this medium in serving the handicapped people of the state.

VI

STATE LEVEL SERVICE

No one pattern of state library organization can be singled out as being more efficient than another pattern. The several state governments have developed in different ways and the patterns that we observe in the various states are usually happy combinations of historical growth and administrative attitudes.

The Free Public Library Service has functioned as the extension agency for libraries in Vermont and has played an important role in the development of public library service in Vermont. It was difficult to say from the evidence whether public library development had been static in Vermont since the opening of the Brattleboro regional office in 1948 or not, despite the Library Services Act and the Library Services and Construction Act. What was realized was that the successful implementation of a forward-moving library program in Vermont which had facets beyond the community library or the regional office required not only the perspective but the working machinery on the state level to stimulate and modulate this proposed progress.

Certain principles of organization have been formulated and adopted in the *Standards for Library Functions at the State Level* by the American Library Association. Certain of these principles are enunciated here as suggestions to the Library planners in Vermont.

Every state should make administrative provision for the three broad areas of state library service--building and servicing of subject and reference resources, direct service to state government, and consultation service over the state--and should have qualified personnel assigned to each. (Standard #35)

The several state library agencies dealing with the three broad areas of state responsibility should be unified as one department or division of government to the extent possible and advisable under state law and tradition. (Standard #36)

The state library or state library agencies should be so placed in the structure of government that they have the authority and status to discharge their responsibilities. (Standard #40)

It is proposed that the State Library Board and the Board of the Free Public Library Service be combined into a governing board of lay citizens comparable in power to local library boards or boards of education and responsible to the executive and legislative branches of government. This new board termed, the Board of Libraries, would be the board of trustees to a Department of Libraries which would bring together the present and envisaged functions of the State Library and the implemented functions of the Free Public Library Service.

It is recommended that the Free Public Library Service change its name to Bureau of Libraries and that the Executive Secretary be given the title of Bureau Chief. It is also recommended that the State Library retain its name and identity but be comparable and equal in the proposed Department of Libraries to the Bureau of Libraries and that the State Librarian's title be retained and the position placed on a plane equivalent to the position of Bureau Chief of the Bureau of Libraries. A new position, Commissioner of Libraries, would be then appointed by the Board of Libraries and would serve as the executive officer of the Department of Libraries.

The function of advising and supervising school libraries should normally be placed in the agency directly concerned with elementary schools in the Department of Education. (Standard #38)

It is recommended that the development and supervision of school libraries be placed under the Department of Education. The present statute authorizing the Free Public Library Service to serve rural schools has not encouraged school library collections to grow to the point where they are regarded as an integral part of the public education system. If schools are to improve in their methods of teaching and if the concept of

Instructional Materials Centers has any educational validity, then the concept of a collection of books deposited in a school by an external agency and unserved by trained personnel as a library, is not the concept advocated by the American Library Association in its Public Library Service or in its Standards for Library Functions at the State Level. Nor is it the concept of educators as reflected in Responsibilities of State Departments of Education for School Library Services by the Council of Chief State School Officers.

Some of the functions envisaged for the Department of Libraries as it attempts to engage in inter-library cooperation are:

1. Inter-library loan service by means of the regional offices of the Bureau of Libraries; the utilization of the Union Catalog and the expanded use of TWX.

It has been recommended that the present bookmobile service be changed to a more effective delivery service and provide a state net-work for the delivery of materials among the libraries.

Other functions that will affect the previous concepts of inter-library loan service are the inter-library borrower's card, the presence of several state-aided public libraries in the regional areas serving as reference centers and the effect of regional acquisitions meetings and plans. One primary consideration for the Department of Libraries working with the Vermont Library Association is a state-wide code for inter-library lending. Another important facet of this service is a central-storage facility for the little-used materials from the public libraries. Space is a problem of many libraries in Vermont and while guided weeding may be a corrective measure, many librarians would be less reluctant to weed if they knew their materials would be within two days' recall of the library.

Such a system involving all of the libraries of the state will call for a different type of buying on the part of the regional offices and in the Department of Libraries. There will be less interest in acquiring multiple copies and more concern over augmenting the selection and buying that is being performed by the libraries of the region.

The Free Public Library Service has done a good job with film and the impression is gained that its role in supplying films is an accepted one in Vermont. It is urged that an effort be made on the state level to supply phono-disks for use with those interested in dramatic recitations, poetry, serious music and languages. Very few communities in Vermont have outlets where any variety of phono-disks can be purchased; none has a rental service of these materials. The unit costs of materials--as with films--is fairly high and it is urged that the proposed Department of Libraries buy and circulate materials of this nature and concurrently carry out training programs through the regional offices in the handling and use of these materials.

2. It is recommended that the Department of Libraries reorganize its operations and consolidate the functions of buying and processing library materials that are currently being carried out in both the State Library and the Free Public Library Service. It is a specious argument to say that the type of cataloging performed in each of these agencies is so disparate as to be unworkable but the argument is made that if centralized processing can work for both the Reference Department of the New York Public Library and for the smallest branch of the Circulation Department of the same library, a common processing unit should be able to handle the rather humble purchases of the State Library and the Free Public Library Service.

It is also recommended that the purchasing and processing center that will be established in the proposed Department of Libraries carry out purchasing and processing for those libraries of the state that request it. Selection meetings will be held on a regional basis and the library orders in a region will be coordinated by the regional office. After ordering the materials, the processing will be done by a unit in the Department of Libraries or by a commercial vendor, whichever appears more economical. The savings that ensue as a result of large-volume purchasing will be passed on to the individual libraries in the form of increments to their selection lists. The processed materials will be delivered from the processing center or from the vendor's shipping point by the regional delivery vans.

In support of the above recommendations the following standards from the Standards for Library Functions at the State Level are cited:

Subject and reference resources should also be available at regional centers within the state, at a distance which enables any serious reader to drive to the facilities, use them and return to his home within one day. (Standard #6)

The total resources in each state should include collections of audio-visual and of other newer forms of communication which should be made available to users throughout the state. (Standard #12)

The state should participate with other libraries in providing storage of little-used materials. (Standard #13)

3. An important aspect of cooperative library service is the concern of the following standard:

The general resources in state agencies and the wider resources in libraries associated in cooperative agreements should be widely and generally available through the following means: (1) central records of holdings; (2) bibliographies and indexes of state materials; (3) rapid communication systems among libraries to facilitate location of needed information and resources; (4) interlibrary loan provisions to the extent consistent with the need for material in the holding library; and (5) duplication equipment for supplying copies of material that cannot be furnished by interlibrary loan. (Standard #5)

It is recommended that within the proposed Department of Libraries, the State Library assume the role of coordinating reference and research requests for the public, college, and special libraries of the state. This means that in the network of libraries throughout the state, the State Library becomes a third level in the organization of libraries. The coordination of reference requests coming to the State Library will be handled by a reference coordinator who will work in a library environment that might be termed a bibliographic center. As an adjunct of this important function it is recommended that a member of the reference staff of the State Library be stationed at the University of Vermont and provided with both communication and copying facilities at no expense to the University. If information is not available in the State Library it would be the function of the reference librarian at the University of Vermont to search the resources of the University and of the other colleges and universities cooperating in the program. The point is made that the quest here is for information which may be in a book, but is more likely to be in a journal, a government document, or a report -- and that the request may be satisfied by supplying the information by means of a photo-copy or audio-tape, and not necessarily by means of the transfer of the physical book, journal or report.

The reference center in the State Library should be responsible for knowing the strengths of the periodical and report holdings of not only the other libraries in Vermont, but in the other New England states and, indeed, in other states of the United States and provinces of Canada through the directory available to TWX users.

Pertinent to the above recommendations are the following:

State Library agencies should provide reference, bibliographic, and inter-library loan service to stand behind community and regional libraries. (Standard #30)

Efficient and rapid methods of storage, retrieval, and dissemination of information should be developed and utilized as part of state library service. (Standard #16)

4. The Department of Libraries should continue the work of the Library consultants who have worked with the individual libraries as well as with the trustees. It is suggested that in the proposed department, this work should come under the Bureau of Libraries.

State Library agencies must have consultants sufficient in number to provide contact with every publicly supported library within the state at least once every year, plus sufficient staff to work intensively with libraries and library systems engaged in active programs to improve service. (St dard #31)

Consulting service is not for the small libraries alone. Larger libraries which wish to develop special programs or to extend services to other areas of their township or city may require help.

It is suggested that the consulting services be centralized in the Bureau of Public Libraries rather than being dispersed through the regional offices. It is also suggested that except for a special consultant in the area of audio-visual materials and services, the consultants in the state agency be general library consultants and that priority be given to encouraging the libraries to work cooperatively together and in perfecting the inter-loan procedures and the procedures necessary to make the reference services effective.

For the more specialized types of consultants such as children's services, young adult services, and adult services, it is recommended that the libraries feeling a need for services of this type organize themselves as a library system as suggested in Appendix I and provide these specialized services on a cooperative basis.

It is also suggested that the Department of Libraries provide a consultant to aid the development of the college and university libraries--

private and public--if it is required. It may be that in the beginning stages of this work a full-time consultant will not be required and provision could be made for hiring a part-time consultant from one of the college or university library staffs who would serve as required.

State Library agencies should take the lead in interpreting library service to government and to the public and in promoting a climate of public opinion favorable to library development. (Standard #33)

5. A strong obligation of a state library agency is to help interpret the role of libraries as educational institutions both on the state, legislative and administrative levels and on the local levels. Leadership in public relations to the extent of utilizing the special skills of a staff member of the State Library agency should be provided to inform the citizen as an individual and as a part of the governmental process of what libraries can be for him and of what his responsibilities are to make them do the tasks that are theirs.

Not the least of the responsibilities of a state agency to overcome the bureaucratic isolation that sometimes libraries are guilty of is to work with people as individuals and in the groups that they form to express themselves. This is especially true of educational organizations, the trustees organization and of the Vermont Library Association.

The State Library or State Library agencies should function in close contact with library groups and citizens throughout the state. (Standard #41)

6. The State Library agency should provide leadership in continuous planning for the development of library resources and services in Vermont. This implies not only the collection of pertinent data from the libraries and from the library users or non-users, but a close working relationship with the organizations of librarians and trustees and the encouragement of experiments and new procedures both on the state and local levels.

7. Finally, the State Library agency is responsible for handling state and federal funds for the purposes of state aid or construction aid. Wise judgment will be required to ensure that these funds are expended not in the interests of any one library or group of libraries but in concert with the long-range state-wide program of library development that should be present as a series of staged objectives to be met for the furtherance of library service to all of the people of the state on the three levels discussed in this report.

APPENDIX I

LIBRARY LAW

LIBRARIES AND EDUCATION

Town, village and city libraries established by the inhabitants of the municipality and libraries established as corporate bodies by the Secretary of State and any libraries or systems of libraries established hereafter by either of the above means or by means of contractual relationships or by action of the libraries themselves by joint or cooperative actions shall be regarded as educational institutions in the same manner as secondary and higher educational institutions, museums and other agencies designed to furnish educational opportunities for the citizens of Vermont. All of the types of libraries and library systems mentioned above are under the supervision of the Department of Libraries and subject to the rules and regulations emanating from that department.

DEPARTMENT OF LIBRARIES

There is hereby created in the organization of the state government of Vermont a department of libraries under a board of libraries, a corporate body which shall be responsible for the planning, supervision and coordination of facilities for the provision of a state-wide system of libraries embracing private, municipal and state institutions. Such corporation shall have all of the rights germane to the objectives and purposes of general corporations in addition to the specific powers granted by the following statutes:

There shall be in the state government a Department of Libraries charged with the general management and supervision of the State Library, the public and incorporated libraries in the state and with the coordination of all library resources and services in the state in the interest of serving the reference and informational needs of all the citizens. The Department of Libraries shall have power to take, hold and administer real and personal property and the income thereof in trust for any educational, historical or any other purpose which involves the encouragement, improvement and development of library services and resources for the citizens of the state.

Regular meetings of the Board of Libraries shall be held at least monthly and the Board shall fix the day and hour for holding such meetings. If any member of the Board shall fail to attend three consecutive meetings without excuse accepted as satisfactory by the Board of Libraries he may be deemed to have resigned and the Board shall then report the vacancy to the Governor.

The Department of Libraries shall be governed and its powers exercised by a board of five members appointed by the Governor for a five-year term; that the first trustees shall determine by lot the year in which the term of office of each trustee shall expire and that a new trustee shall be appointed annually to serve for five years. There shall be no "ex officio" members of the Board. No person shall be at the same time a member of the Board of Libraries and a trustee or librarian of any library in Vermont or in any educational institution in Vermont that is part of a cooperating plan of library service. No person shall serve after the beginning of the calendar year succeeding his seventieth birthday.

A vacancy in office for other cause than expiration of the term shall be filled for the unexpired term of service by the appointment of a qualified person by the Governor.

Members of the Board shall receive no compensation for their services but shall be reimbursed for their expenses actually and necessarily incurred by them in the performance of their duties.

The elective officers of the Board of Libraries shall be a chairman and a vice-chairman who shall serve without salary and hold office during the pleasure of the Board. Both officers shall be chosen by ballot. A quorum for the transaction of the business of the Board shall be three members attending and a majority vote is required for official action by the Board.

The Board shall report annually to the governor and the Legislature and all minutes of the meetings of the Board shall be published annually by the Department of Libraries.

The head of the Department of Libraries shall be a commissioner of libraries who shall be the chief administrative officer of the Department and shall serve as Secretary to the Board. The Commissioner shall be appointed by the Board from a list of professional librarians submitted by the Vermont Library Association and the Board at pleasure may remove the Commissioner of Libraries.

The Commissioner may appoint, subject to the approval of the Board, such subordinate officers as he shall deem necessary for the proper work of the Department and he may establish and maintain the necessary offices and bureaus throughout the state for the transaction of the business of the Department in such places as efficiency, economy and the public interest require.

Conformably to law, the Board of Libraries may supervise the entrance regulations to the licensing under and the practising of the profession of library science. Hearings by the Board under disciplinary proceedings affecting any certified member of the library profession may be held by any two members of the Board of Libraries designated by the action of the Board and the decision or determination in such proceedings shall be made by the Board.

The Board of Libraries may appoint an external advisory committee to serve as a grievance committee for members of the library profession and may also appoint a committee to act as a board of examiners. Members of such committees shall be paid at the current rate for professional consultants in the State of Vermont or shall be entitled to travel expenses and a fee of thirty-five dollars a day for each day actually spent in the work of the committee.

The Board may act as a Board of Appeal upon decisions made by the Department of Libraries as to library resources or services. The Board may likewise act as a Board of Appeal or review on matters concerning the application of library standards and shall make final judgment concerning interpretation of rules dealing with library standards upon request of a library authority.

The Board may also act as a Board of review and Appeal concerning the certification of librarians when requested by a library authority, an individual concerned and /or representatives of the appellants. Hearings by the Board pursuant to the above may be given before not less than two members of the Board designated by the Board, but any decision or determination in such proceedings shall be by the Board.

POWERS AND DUTIES OF BOARD OF LIBRARIES

1. Formulate plans and make recommendations for the organization, development, coordination and expansion of systems of libraries in Vermont.

2. Formulate plans and make recommendations for training programs for library personnel on the professional technician and community library level.

3. To plan cooperative library activities with the state library authorities in the north-east region.

4. Be responsible for the over-all central administration, supervision and coordination of state-operated library services.

5. Be responsible for the supervision and coordination of state-aided library programs.

6. Be responsible for the approval of any petitions for the chartering of private or association libraries prior to the action of the Secretary of State in conformity with existing library standards.

7. To take, hold and administer on behalf of the state, or upon request, any institution therein, real and personal property or any interest or income thereof absolutely or in trust for any library purpose. The board may acquire property for such purposes by purchase, or lease and by the acceptance of gifts and grants, bequests and devises and, within appropriation made therefor, may construct and equip buildings and otherwise improve property.

8. To make and establish from time to time alter and amend such rules and regulations which have the effect of law but are not inconsistent with law for the purpose of effecting and maintaining a state-wide network of library resources and services.

9. To grant certification or licensure upon completion of prescribed courses of study or compliance with established standards of examination and/or experience. To equate standards used in other states and countries and to authorize reciprocal arrangements in personnel administration.

10. To enlist and accept the cooperation of state and municipal authorities in obtaining the use of public buildings, lands, property and other facilities or portion thereof for the purposes of the state-wide system of libraries.

11. To enter into a contract with any agency for the purpose of carrying out the functions of establishing, developing, promoting and maintaining a state-wide system of libraries.

12. To conduct or authorize the conduct of research and experiments in the interests of bettering the reference and information handling capabilities of the state.

13. To help promote the concept of library service through the towns of Vermont and encourage an appreciation of the importance of the local public library outlet.

14. To give advice, assistance and counsel to all libraries of any type within the state and to conduct training programs from time to time to aid the personnel of these libraries.

15. To require standard information and statistics from all of the libraries for the purpose of evaluating the development of library service in Vermont.

16. To develop and supervise standards for library performance in Vermont and to establish certain sanctions for non-conformity with them.

17. To perform such other acts as may be necessary or appropriate to carry out effectively the objectives and purposes of the State Board of Libraries.

ADMINISTRATIVE REGULATIONS

Subject to and in conformity to the constitution and the laws of the state, the Board of Libraries shall determine the library policies of the state, establish rules and regulations for carrying into effect the policies of the state relating to libraries and education insofar as the services and resources of the libraries of the state are concerned with the informal education of the citizens of the state. Rules and regulations made by the

Commissioner of Libraries which have state-wide application shall not be effective unless and until approved by the Board of Libraries.

LIBRARY STANDARDS

The Board of Libraries shall have power to establish and enforce standards of library service for every public library and for every library established as an incorporated library which serves the public. If any library coming under the jurisdiction of the State Board of Libraries fails to comply with the standards as established in the regulations of the Department of Libraries, such library shall not be eligible for any portion of state or federal aid nor shall such library appear on the list of libraries certified to the municipalities by the Department of Libraries as being qualified for any tax levied by any municipality for the support in whole or in part of such library.

REPORTS

Every library or library system which enjoys any exemption from taxation or receives state aid or any privilege not usually accorded to business corporations shall report annually to the Department of Libraries in such matters and by such means as proscribed by the Department.

CERTIFICATION OF LIBRARIES

Any municipal library may grant money for the support of public or incorporated libraries which are certified by the Department of Libraries; or may join with other municipal or corporate bodies in jointly supporting in whole or in part a library or a library system that has current certification under the Department of Libraries. A copy of the agreement or contract must be filed with the Department of Libraries.

LIBRARY TRUSTEES

All public libraries and all libraries incorporated under the Secretary of State shall be managed by a Board of Trustees and the number of trustees of a public library shall be five and they shall be elected as provided for in the laws; trustees of incorporated libraries shall be between five and twenty-five in number.

No person who is a member of a municipal board shall be a member of a library board and no member of a library board shall be a paid member of a library staff in the town, city or village which has elected him to the Board.

Library boards shall be required to meet at least quarterly at a day and hour announced publicly beforehand.

DUTIES OF LIBRARY TRUSTEES

The trustees of all public libraries and of all libraries chartered by the Secretary of State unless otherwise provided by law or by its charter, may:

1. Establish a time for meetings of the Board. They shall meet on their own adjournment or when required by their by-laws. The Board will meet on the summons of their chairman or in his absence by the written request of three trustees. All trustees shall be informed of the time and place of board meetings by mail in advance of the meeting and the meetings shall be open to the public.

2. Adopt by-laws for the conduct of the Board.

3. Fill vacancies in the incorporated libraries by electing another for the unexpired term of office. In a public library the Board will request the municipal electoral body to elect a replacement for the unexpired term. If a trustee fails to attend three consecutive meetings without any excuse accepted as satisfactory to the trustees, he shall have been deemed to have resigned and the vacancy shall be filled in the manner stated above.

4. Take and hold by gift, grant, devise or bequest on behalf of the municipality or corporation real and personal property for library purposes.

5. Buy, sell, mortgage, use and dispose of property under its control as they deem advisable for the best interest of the library and library service.

6. Appoint and fix salaries of all employees of the library or libraries under their control.

7. Remove or suspend from office by majority vote of the entire Board any trustee or employee upon the written complaint of any trustee of misconduct, incapacity or neglect of duty. Notice of the proposed action shall be given to the accused in advance of the meeting.

8. Have general supervision and custody of all property used for library purposes.

9. Enter into cooperative arrangements, agreements or contracts with other libraries or educational agencies for the promotion of a more efficient and far-reaching library service.

10. Perform all other acts necessary for the management and control of the library.

ABOLITION OF LIBRARIES

Any library established by public vote of any municipality may be abolished by majority vote at an election or at a meeting of the electors duly held, provided that due public notice of the proposed action shall have been given. If any such library is abolished, its property in the equivalent of such sums or materials as it may have received from the state shall be returned to the Department of Libraries for the benefit of other public libraries in the state. Any remaining property may be used as directed in the vote abolishing the library.

LOCAL NEGLECT

If the local authorities of any library in which state aid is or has been spent and in which state-owned library materials are present fails to provide for the support of the library in accordance with the state-wide standards of libraries for a period of three years after the adoption of this law, the Board of Libraries shall refuse certification of the library and may remove the state materials in the library and withhold state aid to the taxing authority until the amount of state and federal aid paid to the library during the three-year period has been reimbursed to the Board of Libraries.

LIBRARY COUNCIL

The Board of Library Trustees may appoint an inter-library committee in the several regions served by the state regional offices to advise the Board on matters pertaining to regional library development. Such councils shall consist of laymen as well as trustees and librarians and shall represent an important permanent advisory group to the board.

INTER-LIBRARY SYSTEMS

The boards of any public or incorporated libraries and the chief administrative officer of an institution of higher education may, be a majority vote, petition the Board of Libraries to establish a library system for the institutions concerned and for the objectives and functions specified in the petition.

Upon approval of the petition by the Board of Libraries, the petitioners may elect a Board of Trustees of not less than five, nor more than eleven members to carry out the cooperative library activities. The Board, which shall have all of the rights of other library boards, will establish itself as a body corporate through the office of the Secretary of State and will act in the manner of other library boards as prescribed by law. Such inter-library systems shall be eligible for state and federal aid and will be subject to standards of service as established by the Board.

The State Library system shall be comprised of such geographically distributed facilities as will in conjunction with existing public and private library resources provide a comprehensive and adequate library program for the state.

STATE AID

PUBLIC AND INCORPORATED LIBRARIES

Such sum as shall have been appropriated by the Legislature for grants to libraries shall be distributed annually through the Board of Libraries to libraries certified by the Board or to libraries that have obtained temporary certification by the Board on the basis of established standards for library service. Each certified library complying with the Board's requirements shall receive the sum of twenty-five cents per capita of the population legally served by the library as determined by the latest official census figures legally accepted in Vermont. In lieu of the above aid the library board may apply for state aid in the amount of twenty-five cents for each dollar appropriated by the municipal authority or authorities in the preceding taxing year exclusive of appropriations by the municipality for heat, light, rent and communications. The Library board or boards in the case of a jointly operated library may apply for whichever amount is greater.

No library will be eligible for state aid if the local tax appropriation has been reduced on a three-year average in the three years immediately preceding the application for state aid by reason of the presence of increased state aid.

REGIONAL BOOK AID

Certain libraries having sufficient library materials in the form of adult non-fiction in the five library regions of the state which are agreeable to engaging in a program of planned acquisitions may be designated by the board as regional resource centers and shall be paid state aid in the form of one volume of adult non-fiction bought by the state to match each volume of adult non-fiction bought by the designated library in the calendar year preceding the payment of state aid and in accordance with the agreement established between the designated library and the Board of Library Trustees.

REGIONAL REFERENCE AID

In each of the library regions of the state, one of the libraries designated as a regional resource center shall and upon an agreement with the Board of Libraries receive annually one-half of the amount for the services paid to a reference coordinator as determined by the salary schedule then in effect for a reference librarian at the University of Vermont. Such aid shall be paid annually to the library board or boards concerned. No aid shall be paid a library that does not have an incumbent for the position and those cases where the incumbent has not served for a full calendar year, such aid shall be paid on a pro-rated basis.

COLLEGE AND UNIVERSITY LIBRARY AID

If the colleges and universities in Vermont perform service activities or make their important library resources available to the people of the state through the agency of the Department of Libraries, the contracting agency may claim state aid for the indemnification of the institutions. Such state aid shall be computed as part of the agreement and shall be paid annually by the Board of Libraries. The total amount of aid available for such purpose shall be based upon an annual appropriation of four dollars for each lawyer, doctor, dentist and veterinarian practising in Vermont during the calendar year preceding the payment of state aid and upon one dollar and fifty cents for each full-time student registered for at least twelve credit hours of work in each of the semesters preceding the year state aid is paid in an approved college or university located in Vermont.

MODIFICATIONS OF CURRENT LAWS

STATE LIBRARY

§ 406 Change reference concerning trustees of the State Library to the Board of Libraries

§ 4158 delete

§ 4159 delete

§ 4160 delete

§ 4161 delete

§ 4162 delete

§ 4163 delete

§ 4164 delete

FREE PUBLIC LIBRARY COMMISSION

§ 4514 delete

§ 4515 delete references to free public library commission

§ 4516 delete

§ 4517 delete

§ 4518 delete

§ 4519 delete reference to commission

STATE AID

Sections 4521 to 4524 inclusive--delete

TOWN AND VILLAGE LIBRARIES

§ 4527 delete part setting ceiling at $3.00

§ 4528 delete

§ 4531 delete

INCORPORATION OF LIBRARIES

§ 4535 modified by new section

§ 7983 delete reference to commission

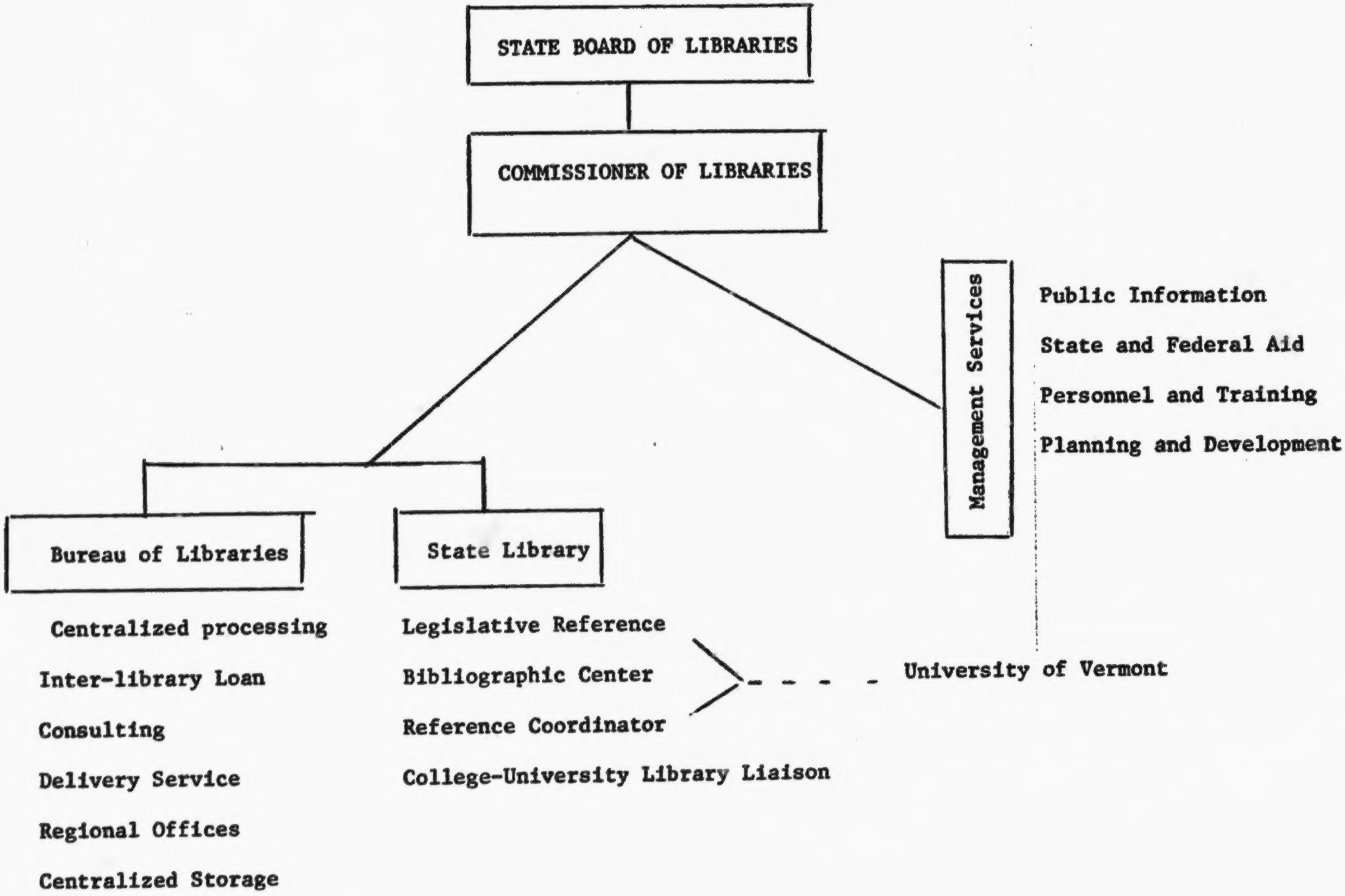
INTERSTATE COMPACT

Article XII

§ 42 delete

§ 43 delete and assign appointing authority to the Board of Libraries

APPENDIX II


STATE BOARD OF LIBRARIES
COMMISSIONER OF LIBRARIES
Bureau of Libraries
Centralized processing
Inter-library Loan
Consulting
Delivery Service
Regional Offices
Centralized Storage
State Library
Legislative Reference
Bibliographic Center
Reference Coordinator
College-University Library Liaison
University of Vermont
Management Services
Public Information
State and Federal Aid
Personnel and Training
Planning and Development